

# Lewis and Clark National Historical Park Museum Management Plan

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**National Park Service  
Pacific West Region  
2005**




**Lewis and Clark  
National Historical Park  
Museum Management Plan**

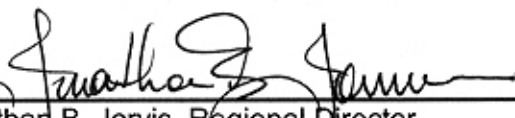
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# Executive Summary

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The new Lewis and Clark National Historical Park was recently created by expanding and renaming Fort Clatsop National Memorial to include additional sites along the lower Columbia River related to the Lewis and Clark Expedition. The legislation that expanded the park also directs the National Park Service (NPS) to work with the Oregon and Washington State Parks to promote visitor use and cooperative management to preserve important heritage. Additional lands that contribute to the preservation and understanding of nationally significant heritage in the Lower Columbia region exist under tribal, city, and county administrations, as well as in the private sector. In essence, LEWI is a new park, still in the process of being created; this process presents both challenges and opportunities.

It is the intent of the National Park Service to have the Lewis and Clark National Historical Park work cooperatively with other agencies and organizations in the Lower Columbia region. The National Park Service recognizes that successful stewardship of the natural and cultural resources in the region would greatly benefit from increased scholarly research and increased education efforts. The NPS would like to engage other partners (governmental, non-profit, and private) to create a cooperative research center. The NPS recognizes that one component will need to be a professional archival museum and library operation. Exactly how these components would be organized and where they would need to be located over the long term will have to be determined with partner organizations.

The ongoing evolution of the park, combined with immediate needs for the museum and library operations, present interesting problems for this museum management plan. On the one hand is the need to address current site-specific issues of collections management and preservation for

existing resources, and on the other hand, the need to address the same issues from a long term ‘partnership’ role that is just beginning to be defined.

Within the next five years the research center concept will require numerous improvements in museum facilities for storage, study, and work space; progress on archive and records management; an ongoing planning and scoping process to define the role and function of the center; and programming for staffing by journeyman-level professional staff.

This museum management plan offers recommendations for actions designed to upgrade and improve the organization and preservation of park archives, library, and museum collections. Through incremental improvements, the park will be in a position to develop the foundation for establishment of a cooperative and expanded research center that will provide support for the national and state park missions, enhancing public access to the collections and encouraging scholarly research.

## **Key Recommendations**

These are key program recommendations; more detailed action recommendations follow each issue section of this plan.

- Conduct an archival assessment and survey of national and state park records. Incorporate considerations of the purpose and need for a research center in the survey.
- Analyze spatial needs and suitable facilities for the museum and library operation, and the expansion required by the development of a research center. Plan for museum space in any new facility the park is able to acquire in the future
- Revise and update necessary museum planning and programming documents, including the Scope of Collection Statement and budget requests to reflect the newly expanded park and the planning for a research center.
- Improve informational management tools and access procedures that promote intellectual and physical access to the resources in the park archives, library, and museum collections. Consider the increased

needs of a research center for online access to high quality information.

- Develop a research center plan that establishes its vision and mission. Conduct scoping sessions with agencies and partners to develop the purpose, need, nature, and location of the center.
- Seek financial resources necessary to staff and operate the center.



**Figure 1** Living History Volunteers at Ecola State Park, 2005



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**Figure 2** Fort Clatsop replica on Lewis and Clark River, Oregon, location of the 1805-06 winter encampment of the Lewis and Clark expedition.

# Introduction

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The Museum Management Plan (MMP) replaces the Collection Management Plan (CMP) referred to in the National Park Service (NPS) publications, *Outline for Planning Requirements, DO#28: Cultural Resources Management*, and the *NPS Museum Handbook, Part I*.

The CMP process generally concentrates on the technical aspects of museum operations, including a full review of accession files, status of cataloging, adherence to guidelines, and making very specific recommendations for corrections and improvements. In contrast, the MMP evaluates all aspects of museum-related programs within a park and makes a series of broad recommendations to guide development of park-specific programs that address the needs identified by the park.

The MMP recognizes that specific directions for the technical aspects of archival and museum collections management exist within the *NPS Museum Handbook* series. The MMP does not, therefore, duplicate that information. Instead the MMP places museum operations in a holistic context within park operations by focusing on how various collections may be used by park staff to support the goals of this particular park unit. Recognizing that there are many different ways in which archives, libraries, and museum collections may be organized, linked, and used within individual parks, this plan provides park-specific advice on how this may be accomplished.

Prior to the site visit by the museum management planning team (MMP Team), park personnel were surveyed to collect baseline data concerning archival and museum collections, the library, and related services needed by the staff. This information allowed the team to make a quick evaluation of many issues relating to these operations. The survey also provided insights into ways in which a well-designed museum management

program might address the needs of the park staff. The results of this survey are contained in Appendix A.

The park staff and MMP Team worked together over the course of the team's visit to develop the issue statements contained in this plan. Topics addressed meet the specific needs of Lewis and Clark National Historical Park as discussed during those meetings, and thus do not necessarily represent a complete range of collection management concerns. Most elements of this plan are developmental (rather than remedial) in nature. The recommendations are intended to guide the park through the process of creating and implementing a workable system that supports all aspects of park operations, while at the same time providing guidelines for growth and development of the museum management program.

Members of the MMP Team were selected for their ability to address the specific needs and concerns of the park. Primary information gathering and the initial draft was developed over a two-week period in May, 2005. Authorship included Deborah Wood for the "Brief History" of the park, Robert Applegate for Issue A and Appendices B, D and E, Barbara Beroza for Issue B, Jonathan Bayless for Issue C and Appendix A, and Blair Davenport for Issue D. Lynne Nakata contributed Appendix C.

The team wishes to thank the staff of Lewis and Clark NHP for the courtesy, consideration, and cooperation extended during this planning effort, in particular Superintendent Chip Jenkins, and Chief of Resources Management Scott Stonum.

Their time, effort, and involvement have been very much appreciated, and served to make the team's job much easier. These individuals are obviously dedicated and committed to the preservation of park resources, and it is a pleasure to work with such professionals.

# A Brief History of Lewis and Clark NHP

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## Fort Clatsop

In 1901, the Oregon Historical Society purchased three acres on the banks of the Lewis and Clark River to preserve the site of Fort Clatsop, the supposed winter encampment of the Lewis and Clark Corps of Discovery in 1805-1806. The fort had deteriorated over the decades, and nothing remained of the original structure. The fort site was identified by local residents, Clatsop descendants, and from descriptions found in historic documents.

The society placed a bronze marker at the site in 1912, and in 1928 they purchased two additional acres that included a spring thought to be used by the expedition members. They erected a flagpole and worked with Clatsop County to create a road to the site. Local organizations in Astoria, Oregon, kept the site clean and free of weeds. But by 1953, the site was overgrown and covered with trash. The Astoria Junior Chamber of Commerce adopted the fort site as a civic project. They cleaned the site and replaced the bronze marker that had disappeared during World War II.

In 1954, The Junior Chamber of Commerce, Oregon Historical Society, Clatsop County Historical Society, and other community groups began construction of a Fort Clatsop replica. Their goal was to complete the structure in time for the Lewis and Clark Sesquicentennial celebrations in August of 1955. To design the fort, Rolf Klep, an artist from Astoria, used sketches and journal entries written by Meriwether Lewis and William Clark; the design of the expedition's 1804-1805 winter encampment at Fort Mandan; and log structures from the period. Crown Zellerbach, a local logging company, donated 408 logs for the fort, and the Finnish Brotherhood of Astoria provided the carpentry skills. Local community volunteers supplied the labor. The fort replica was completed and

dedicated on August 21, 1955. The site included the fort replica, sanitary facilities, picnic tables, and a well. A chain link fence was installed around the fort, and the Oregon Historical Society hired Michael Foster, the first employee, to maintain the site and talk with visitors. The site was popular with visitors, and the communities on the lower Columbia River took great pride in their preservation efforts.

## **Fort Clatsop National Memorial**

At the request of the Oregon Development League of Astoria and the Oregon Historical Society, Oregon Senator Charles W. Fulton introduced legislation in Congress in 1906 asking for funds to purchase 160 acres at the Fort Clatsop site to preserve the area as a national monument. The bill died in committee. In 1935, a historic sites survey conducted by the National Park Service and the Oregon State Parks Board determined that Fort Clatsop should be managed by Oregon State Parks.

The Advisory Board on National Parks, Historical Sites, Buildings, and Monuments recommended in 1937 that Fort Clatsop be established as an Oregon State Historical Monument. The NPS did not have sufficient funds available to manage the site, and there was some concern over the location of the original fort. The fort site identification was based on the oral history of area residents, not on physical evidence. The land was disturbed by development in the 19<sup>th</sup> century: early settlers plowed the land for agricultural uses, mined clay deposits, logged and transported trees from the area, and built several residences and a mill at the site. The NPS believed all traces of the expedition had been removed, and determined the site was not nationally significant. In 1948, the Clatsop County Historical Society tried again to pass legislation through Congress to establish Fort Clatsop as a national monument. The legislation failed.

The Lewis and Clark Sesquicentennial in 1955 sparked renewed interest in seeking national recognition for Fort Clatsop. Communities in the area were divided over whether the state of Oregon or the federal government was better prepared to manage the site. Acknowledging their limited resources to preserve the fort site, the Oregon Historical Society decided the issue by pursuing national recognition once again. They approached



Oregon Senator Richard L. Neuberger for help. Neuberger introduced legislation in 1955 asking Congress to study the feasibility of establishing Fort Clatsop as a national memorial. The legislation passed and Public Law 590 was signed in 1956.

The NPS study agreed that the Fort Clatsop site included the original Lewis and Clark fort, and recommended inclusion in the National Park Service. Oregon Senator Neuberger drafted the enabling legislation to designate Fort Clatsop as a national memorial. The bill was cosponsored by Oregon Senator Wayne Morse and Idaho Senator Henry Dworshak. Public Law 85-435 established Fort Clatsop National Memorial to commemorate the culmination, and the winter encampment of the Lewis and Clark expedition, following the successful crossing of the North American continent in 1804-1806. It was signed by President Dwight D. Eisenhower on May 29, 1958. The law provided for a boundary expansion, not to exceed 125 acres, which would include the site of the original fort and the overland trail from the fort to the coast. Fort Clatsop National Memorial became the only park in the National Park Service solely dedicated to the Lewis and Clark expedition.

## Salt Works



**Figure 3** Boiling seawater on the beach at the Salt Works site, Seaside, Oregon, during park's First Person program, "Salt Makers' Return"

In 1900, the Oregon Historical Society identified the location of the Lewis and Clark salt cairn at Seaside, Oregon, with the help of an 86-year-old

Clatsop woman, Tsinistum (Jenie Michel). Tsinistum's mother was a child in 1805, and remembered where the expedition built an oven of stones on the beach to boil water from the ocean to make salt. Oral history from early settlers in the area, and other Clatsop descendants, verified the location. The remains of the stone cairn were still visible in 1900. The site was privately owned, and in 1910, the land was donated to the Oregon Historical Society for preservation.

As part of the Lewis and Clark Sesquicentennial in 1955, the Seaside Lion's Club built a salt works replica at the site. They installed two bronze plaques, dedicated the site the same year, and then maintained the site. Although directly associated with the expedition's winter encampment in 1805-1806, the Salt Works was not included in the legislation establishing Fort Clatsop as a national memorial in 1958. The Oregon Historical Society offered the site to the National Park Service in 1968. The NPS declined the offer based on the Fort Clatsop enabling legislation that limited the park's acreage to 125, and the financial burden that would result in maintaining a site located so far away from the fort. The Oregon Historical Society, Lewis and Clark scholars, the Oregon Lewis and Clark Trail Heritage Foundation, the Oregon State Historic Preservation Office, the Oregon Department of Transportation Parks and Recreation Branch, Oregon Senators and Congressman, and the local community continued their efforts over the next few years to include the Salt Works in the Fort Clatsop National Memorial through active campaigning and legislation.

The NPS repeatedly opposed the addition, and all legislation failed. In 1978, California Congressman Phillip Burton introduced the National Parks and Recreation Act. This act combined proposals for the establishment and expansion of twelve parks for the National Park Service. The goal was to gain enough votes for the act to pass, since attempts to create the parks on an individual basis was not successful. The Salt Works was included in the legislation, and after successfully passing the House and Senate, the act was signed into law in November of 1978. The NPS accepted the inevitable, and the transfer ceremony was held in June of 1979. The legislation added one-half acre to the Memorial.

# Lewis and Clark National and State Historical Parks

Plans were well underway in 2002 for the Lewis and Clark Bicentennial commemoration scheduled to begin in 2004. The bicentennial focused public attention on the Lewis and Clark story, which provided the National Park Service the opportunity to reassess and study sites with nationally significant resources associated with the Lewis and Clark Corps of Discovery. Three of these sites were located on the lower Columbia River in Washington state: Dismal Nitch, Station Camp, and Fort Canby State Park.

Public Law 85-435, which established Fort Clatsop National Memorial, allowed for the inclusion of part of the expedition's fort-to-sea trail within the park boundaries, but limited the park to 125 acres. Oregon state agencies, the Oregon Historical Society, local communities, and the National Park Service felt that the entire fort-to-sea trail should be preserved. The NPS could not expand Fort Clatsop National Memorial to include the Washington state sites, or the fort to sea trail, without action by Congress and the states of Washington and Oregon. Legislation was introduced in 2002 that provided for a study of these Lewis and Clark sites to determine their national significance, possible inclusion within Fort Clatsop National Memorial, and to provide recommendations for the protection of the resources and to provide public access to the sites. The legislation also allowed for a boundary expansion of Fort Clatsop National Memorial, not to exceed 1,500 acres. Public Law 107-221 was passed and signed into law in August of 2002.

The Lower Columbia River Lewis and Clark Sites Boundary Study was conducted by the National Park Service in partnership with Washington State Parks and Recreation Commission, Washington State Historical Society, Washington State Department of Transportation, Washington State Department of General Administration, and the Oregon State Parks and Recreation Department. The final report was released in September of 2003. The study determined that all three Washington sites were nationally significant to the Lewis and Clark story. The preferred alternative of the study recommended the creation of the Lewis and Clark

National and State Historical Parks to preserve, protect, and interpret Lewis and Clark sites on the lower Columbia River and Pacific coast. The study recommended the re-designation of Fort Clatsop National Memorial as Lewis and Clark National Historical Park, and the establishment of the Lewis and Clark State Historical Parks through state legislation in both Oregon and Washington.

Legislation based on the Lower Columbia study was introduced to the 108<sup>th</sup> Congress in 2004 by Washington Senator Maria Cantwell and Washington Congressman Brian Baird. After successfully passing the House and Senate, Public Law 108-387, the Lewis and Clark National Historical Park Designation Act, was signed by President George W. Bush in November of 2004. The law designated Lewis and Clark National Historical Park to preserve the cultural and natural resources associated with the Lewis and Clark Corps of Discovery on the lower Columbia River area, and to commemorate the successful end of the expedition's journey to the Pacific Ocean, and the winter encampment at Fort Clatsop in 1805-1806. The law repealed Public Law 85-435 which established Fort Clatsop National Memorial, and provided for the inclusion of three sites in Washington state.

Oregon and Washington states passed legislation in 2004 establishing the Lewis and Clark State Historical Parks. Lewis and Clark National Historical Park sites in Washington are Dismal Nitch, Station Camp, and land within Cape Disappointment State Park for a memorial to Thomas Jefferson. Oregon sites in the expanded park include Fort Clatsop, the Fort to Sea Trail, Netul Landing, and the Salt Works. Washington state sites included in Lewis and Clark State Historical Parks are Cape Disappointment and Fort Columbia. Oregon sites included in the State Historical Park are Ecola State Park, Fort Stevens State Park, and Sunset Beach Recreation Area. The Lewis and Clark National and State Historical Parks provide a framework for a more comprehensive story of Lewis and Clark on the lower Columbia River. It allows the parks to coordinate interpretive and events planning to broaden the experience of visitors to the area, provides connections among Lewis and Clark sites,

preserves the cultural and natural resources, and promotes coordinated research on the lower Columbia.

## Museum Collections

The park's museum collections developed from objects purchased for the exhibit hall of the visitor center completed in 1963. Charles Peterson, the park's first superintendent, and Burnby Bell, historian, worked together to identify and collect Lewis and Clark associated exhibit objects from museums and repositories across the country. The men purchased nineteenth century woodworking tools, ethnographic objects representing tribes in the Pacific Northwest, a reproduction of a Jefferson Peace medal, and natural resource specimens for exhibit. A Makah canoe and paddles, native tools, trade beads, remnants of a Clatsop canoe, and other ethnographic material were donated by individuals in the community. The park's Scope of Collection stated that all museum objects would be related



**Figure 4** Tsinistum, a Clatsop woman also known as Jenie Michel, made several of the baskets in the LEWI museum collection.

to the Lewis and Clark expedition, fort replica construction, and other events directly related to Fort Clatsop. The men were not able to purchase any items from the Lewis and Clark expedition. Objects were stored in two small cabinets in a storage room within the visitor center display. The objects were accessioned and cataloged into the park's museum collection.

Archeological objects generated by excavations at Fort Clatsop in 1948 and 1957 were not accessioned into the

collections. National Park Service Archeologist Louis Caywood conducted the first excavations at Fort Clatsop in 1948, at the request of the Oregon Historical Society. Caywood's goal was to locate the remains of the

original 1805-1806 fort. He claimed success, but later proved he did not find the fort. The excavations generated charcoal, burnt bone, wooden objects, fire cracked rocks, and chipped stone; these objects were stored at Fort Vancouver National Monument. In 1960, they were transferred to Fort Clatsop National Memorial to be accessioned and cataloged into the park's collections. But these objects were not accessioned, and their current location is unknown.

NPS Archeologist Paul Schumacher excavated at the fort in 1956 and 1957 in search of the original fort site. He did not find the fort, but did locate the historic Smith house built in 1872. Schumacher discovered a large concentration of nineteenth century objects around the Smith house. These objects included the remains of metal tools, nails, glass shards, ironstone ceramic sherds, stoneware fragments, Chinese porcelain sherds, horseshoes, wagon parts, brick fragments, transferware sherds, glass beads, fire-cracked rock, and animal bones. He reported in his field notes that all of the objects manufactured in the nineteenth and twentieth centuries were discarded after identification. Native American objects and the animal bones were given to the University of California for storage.

From 1960 to 1995, the collections grew at a slow rate from occasional donations and the purchase of historic objects. In 1991 the visitor center was remodeled, the exhibit area was enlarged, and seventeen new exhibit cases were installed. Harper's Ferry Center designed the new exhibits and worked with park staff to locate new items for display. HFC requested that the park accession and catalog 98 objects from the park's living history program for inclusion in the new exhibits, and 110 items were purchased or donated. In 1986 the park added 40 herbarium specimens to the collection to document plants within the park associated with the Lewis and Clark expedition.

The park added to the small archive collection in 1993 by accessioning over 14,000 pages of reports, correspondence, maps, drawings, and photographs dated 1900 to 1993. The archives included documents related to the establishment and management of the park, historic documents, and natural and cultural material.

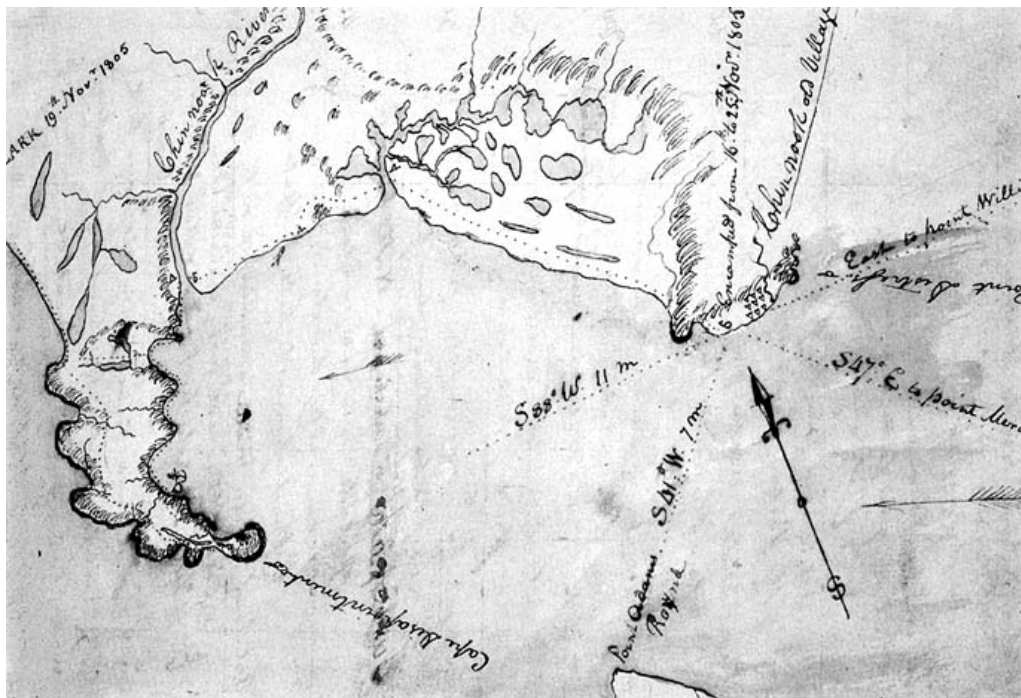
The park's library began as a reference library for the Interpretation Division. During the remodel of the visitor center in 1991, a research library was created to provide books and other material for park staff and researchers. A museum collection storage room was added to the library area of the visitor center. The Fort Clatsop Historical Association has adopted the library as a park project, and added books to the collection every year. In 1992, the Association purchased a private Lewis and Clark library from the Robert E. Lange estate. The collection included over 400 books and an extensive archive collection. The research library and museum collections, originally managed by the Interpretation Division, were transferred to the Resource Division after its creation in 1992. By 1995, the museum collections included 100 accessions, and 1,390 cataloged objects. The library collection grew to over 1,200 books.

Renewed interest in the Lewis and Clark story as a result of bicentennial planning in 1996 prompted the National Park Service to begin a new search for the original fort. The archeological investigations began in the summer of 1996 and concluded in 2000. The project included mapping, remote sensing, and excavations of the area inside and surrounding the fort replica. Over 3,000 artifacts and records generated by the five-year project were accessioned into the park's museum collections. These objects included beads, bone, musket balls and other lead objects, charcoal, glass fragments, fire-cracked rocks, brick fragments, and chert flakes.

The park identified a need in 2002 for professional management of the growing museum program and library collections, and added a cultural resource manager to the Resource Management Division. The library and collection storage areas were remodeled, and the storage capacity for the growing collections was increased with the installation of new cabinets and shelving. Deficiencies within the program were identified and had started to be addressed.

Currently, the museum collections include over 52,000 historic and archeological objects, natural history specimens, ethnographic objects, and archive documents. The library collection includes over 2,000 books and other research material. With the recent boundary expansion and establishment of Lewis and Clark National and State Historical Parks, the

park has identified the need for a comprehensive plan that will guide the museum program over the next five years. Continuing archeological investigations within the new boundaries, and an expansion of the Lewis and Clark story to include a broader history of the lower Columbia River has provided the museum program with an opportunity for growth and outreach to partners, tribal groups, and the community.



**Figure 5** Map drawn by William Clark, 1805, showing the north shore of the Columbia River, identifying Station Camp, Dismal Nitch, Cape Disappointment, Chinook River, and Chinook villages



# Issue A— Archives Management

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## Issue Statement

**The development of standardized archives procedures and achievement of best practices will facilitate access and enable efficient acquisition and transfer of future material.**

## Background

Since the park's beginning in 1958, the staff of Fort Clatsop National Memorial has gathered irreplaceable administrative and resource management records, and has received donated materials that chronicle the history of this unique place. This archives collection documents the park's effort to tell the story of the Lewis and Clark Expedition and its impact on the lower Columbia River area. In 2004, with the addition of sites in Washington and Oregon, Fort Clatsop NM officially became Lewis and Clark National Historical Park (LEWI).

In the short term, this expansion has generated numerous administrative and resource based associated records that serve as legal evidence and baseline data for the future of Lewis and Clark NHP. In the long term, the potential for new acquisitions related to the expanded story is extremely high. This expansion will almost certainly strain the current staffing and storage situation of the park museum management program due to the influx of new archival material.

## Discussion

The Society of American Archivists defines “archives” as “the non-current records of individuals, groups, institutions, and governments that contain information of enduring value.” NPS archives and manuscript collections are mandated by legislation, regulations, and policy to be a part of the park's museum collection.

Currently, NPS recognizes the importance of treating archives in accordance with professional archival principles. *NPS Museum Management Policies*, Chapter 5: Cultural Resource Management, clearly demonstrates this in the following statement:

Archival and manuscript collections are museum collections, and they will be catalogued, preserved, arranged, and described in finding aids in ways that preserve the collections and their context (provenance and original order) intact while providing controlled access. With few legal exemptions, the Park Service will make archives and manuscripts available to researchers . . . All documentation associated with natural and cultural resource studies and other resource management actions will be retained in the park's museum collection for use in managing park resources over time. (section 5.3.5.5.6 Archives and Manuscripts)

Archival materials include:

**Personal papers and family papers**, such as the papers of the park founder or site-associated eminent individual, site-associated family papers, and similar collections.

**Organizational records**, such as a cooperating association's records or those of early corporations, institutions, or groups who flourished on the park site.

**Assembled manuscript collections**, such as historic views of the park site assembled by visitors or donors, or manuscripts that document site-associated events, activities, places, structures, ecosystem, or staff.

**Resource management records**, including NPS and contractor-generated records used to manage cultural and natural resources. In this category are field notes from anthropological, archeological, or natural history projects, interviews, or excavation data; architectural or landscape records; cartographic materials; electronic/magnetic materials (such as audiotapes, CD-ROMs, databases, magnetic tape, and GIS data); moving images (including videotapes, motion pictures, and research footage); photographs (including negatives, transparencies, slides, prints, and direct positive processes such as daguerreotypes and tintypes); textual records (including

collections management plans, master plans, and research data); and other similar items.

**Administrative history records**, including files accumulated for administrative history publications; desk files of individuals; subject files maintained for internal use; copies of internal policies; reference files of park ephemera; and copies of reports such as the superintendent's reports.

**Individual manuscripts**, including individual book manuscripts, electronic records, unpublished reports, correspondence, diaries, letters, lists, notes, and similar materials.

Six federal laws provide the basic legal mandate for managing museum collections in the National Park Service. Legislation began with the Act for the Preservation of American Antiquities of 1906, and continued with the Organic Act of 1916, the Historic Sites Act of 1935, the Museum Properties Management Act of 1955, the National Historic Preservation Act of 1966, and the Archeological Resources Protection Act of 1979. Together these mandates laid the founding provisions for the protection and preservation of historic resources, including sites, buildings, objects, associated records, and reference materials.

The Historic Sites, Buildings, and Antiquities Act of 1935 was the first acknowledgement of the importance of records associated with specific artifacts. Associated records, such as drawings, plans, and photographs, provided valuable supporting data in the operation and management of historic and archaeological sites, buildings, and objects.

The National Historic Preservation Act of 1966 (NHPA), as amended through 1992, reasserted the authority of park museums over historical documents. Section 110 of this act called for the preservation of any historic property owned or controlled by a federal agency, including records. The NHPA required that "records and other data, including data produced by historical research and archeological surveys and excavations are permanently maintained in appropriate databases and made available to potential users." The Archeological Resources Protection Act (ARPA) of 1979 further made it compulsory that records associated with an

archeological project be maintained as an integral part of the collection. In fact, associated records such as field notes, photos, and maps can make up an entire collection, particularly when survey projects do not yield material remains.

Regulations establishing the standards, procedures, and guidelines for the preservation of recovered prehistoric and historic material and their associated records are outlined in Title 36 of the Code of Federal Regulations Part 79 - Curation of Federally-owned and Administered Archaeological Collections (36 CFR 79). Title 36 CFR 79 focuses attention on the importance of records associated with archeological projects, and the records resulting from the management of archeological projects. It also broadens the scope of curatorial service beyond artifacts and their associated records.

Curatorial services now include managing and preserving a collection in accordance with professional museum and archival practices. The practices listed in the regulations, however, are those broadly applicable to both the museum curation and archival professions, such as inventorying, accessioning, labeling, storing the collections using appropriate containers, and conserving the collections. The regulations do not address the specialized techniques required of archival collections. Further, the regulations focus solely on the procedural aspect of archival work. While the use of archival quality materials, description, and finding aids is important in the overall processing of an archival collection, this is only one aspect of archival work. Recognition must also be given to the guiding principles of provenance and original order, which underpin archival appraisal and collection organization.

National Park Service policies implementing the above mandates and regulations are contained within *DO#28: Cultural Resource Management Guideline* and the *NPS Museum Handbook*.

## **Archives Management at Lewis & Clark NHP**

According to the 2003 *Collections Management Report* (CRM), Lewis and Clark NHP has custody of 40,427 archival items in its museum collection,

15,205 of which have been cataloged into the ANCS+ Collections Management Module, leaving a backlog of 25,222 items. The report documents 389 research requests from both park staff and the public.

The archives are housed at the Fort Clatsop Visitor Center in a collections storage room adjacent the park library. The storage area meets some of the requirements dictated by NPS standards for museum property storage such as security and fire protection but falls short on environmental requirements and room for projected growth. An archives assessment will assist the park in improving archival storage.

The CMR documentation and the results of a survey of the park staff, conducted to determine current informational and program support needs, suggest a high rate of interest in the park museum archives collections as well as the library collection. This interest will undoubtedly increase with expansion of the park's boundaries and the scope of its story. To meet these needs, specialized attention and adherence to professional practices that protect the collections' integrity and improve access is warranted. Even though NPS policy and guidelines regarding archival and manuscript collections follow professional archival principles, their implementation relies on the training and ability of the museum staff.

The curatorial staff at LEWI has worked hard and devoted considerable time, energy, and attention to the archival collections. Unfortunately, most of the archival work did not proceed according to standard archival procedures. Consequently, several problems have emerged that are serious, though not insurmountable.

## **Acquisition and Appraisal**

The acquisition process includes identifying material that falls within the scope of collections, appraising materials for permanent value, and assuming legal custody through the accession process. The park's mission, as stated in the enabling legislation, presidential proclamation, or executive order, guides the scope of a park's museum acquisitions. According to the *Museum Handbook*, acquisition methods for museum objects include gift, purchase, exchange, transfer, field collection, and

loan. Archives typically acquire a group of related records to serve as the park's institutional memory.

Before formal acquisition can take place, staff must appraise the materials' value to determine what is to be retained as archives. Appraisal is one of the most critical aspects of archival work. The primary purpose of an archive is to sustain a collective memory and communicate that memory to future generations. Appraising archival collections involves the consideration of historical issues, but it also requires a firm understanding of the value of records for accountability and evidence.

While curators appraise specimens and objects largely guided by the intrinsic rarity or representative value of each piece, archivists appraise primary sources. If a collection or document is appraised as not having archival value, that information is forever lost. Archivists must not only judge whether specific collections are relevant to a park's scope of collections, they must also judge the secondary value of records that document the "big picture." When appraising records, archivists must be especially sound in their analysis of the organization and functioning body with which they deal, and they must have a broad knowledge of probable research need and interest. The value of an item is judged in relation to other items, that is, in relation to the entire documentation of the activity that resulted in its production. Therefore, records are selected for preservation in the aggregate, not as single items, for the collection provides context to its individual parts. When each archival document is viewed as an object, the concept of records being inter-related with one another is not respected.

In general, the current LEWI system for acquisition and appraisal of archival collections is not functioning in accordance with archival theory and methodology. Park museum staff have been doing their best to execute these functions, but the contradictory nature of museums and archives methods makes satisfying these tasks difficult. Presently, LEWI archival collections have much unnecessary material, and lack records and manuscripts that should have been acquired. Furthermore, many accessioned collections lack provenance and original order, and are typically organized as smaller pieces of what was once a large collection.

The current budget and staffing situations require archival acquisitions to be highly scrutinized. LEWI staff need support, training, and guidance in performing the delicate and demanding task of appraisal.

## **Arranging, Cataloging, and Describing**

The physical and intellectual arrangement of the collections needs to be improved. The provenance of some collections is unclear, the hierarchical levels of arrangement within collections are confusing or non-existent, and logical arrangement schemes are seldom identified or employed.

Cataloging and description have problems partly due to a failure to comprehend the internal organizational structure of collections. Most of the archival holdings at LEWI already are arranged physically into distinct collections, although this physical segregation is not always reflected in the ANCS+ catalog entries. On the other hand, there are also many individual documents that not only have been cataloged inappropriately as individual museum objects but which are physically part of ill-defined or unarranged collections, and are mixed with documents that could belong to other collections.

Archivists, curators, and librarians all desire to make their holdings accessible for research, but physical access to holdings first requires intellectual access. Each discipline is guided by different principles to provide access to its specific materials; for archives, it is through the arrangement and description of the archival collection. Archives preserve and make accessible the documentary resources park administrators need for successful operations. They also support ongoing resource management projects and serve the research needs of park employees and the public. For these responsibilities to be met, proper cataloging of archival collections is vital. Employing non-archival arranging, cataloging, and describing methods can compromise the integrity of an archival collection.

Archival descriptive practice includes cataloging and the production of finding aids. Collections are cataloged at multiple levels with emphasis on the provenance and function of non-published, usually unique groups of materials. This cataloging captures the contents and structure, the context,

the conditions for access and use, and the linked materials relating to their holdings. The complexity and detail of an archival description is based upon the value of the collection. Collections having fewer users and less risk and monetary value are described with minimal descriptions containing less evidential, associational, and artifact information. Collections with greater value, usage, and risk receive fuller or more detailed descriptions at more levels.

All park archival descriptive work begins at the collection-level. Minimal records consist of preliminary data most frequently gained during surveying. Full records are the standard data elements sought for an average collection that fits a parks SOCS and has at least moderate value and/or usage. Archivists produce detailed or in-depth catalog records only for the most significant archival holdings in a park. Archivists start by gathering minimal information for planning and minimal cataloging during a survey. Only after processing do archivists produce full or detailed catalog records.

The size and complexity of archival collections require archivists to describe them and their context hierarchically, moving from the general, broadest or collection-level, to the specific. The data fields used at the various levels may vary. At each of these levels, descriptive detail will differ, but are based upon a wide array of standards, including those established by international, national, and professional organizations and the NPS MMP standards specific to ANCS+ (Automated National Catalog System).

Most cataloging in the LEWI ANCS+ Collections Management Module has been entered incorrectly at the series level, the file unit level, or even the item level, instead of at the collection level. In the Collections Management Module the actual descriptions and even the titles tend to be sketchy, and often fail to convey much meaningful information. The finding aids are inconsistent and not created to discipline standards. In addition, some items may have been accessioned into the museum collection inappropriately, and would be more suitable for the park library or vertical file reference collection. Also, some library material may be more suitable for inclusion in the archives such as the library photo files.



Accessioning of the park library photo collection in the museum archives will enable the use of NPS museum funding sources to facilitate conservation of, and access to, the images.

Archival cataloging techniques are complex and professionally standardized. Developing the necessary skills requires experience, training, and an apprenticeship under a trained professional. Using untrained or inexperienced catalogers ensures that the work will not meet professional standards. Many older ANCS+ catalog records will require significant revision, particularly field contents, field authority usage, and Archives Personal Papers and Manuscript stylistic formatting. Poor archival cataloging records don't provide good accountability and access to collections or meet any of the other basic purposes of archival cataloging.

## **Preservation**

Preservation entails safeguarding the physical integrity of material through repairing, restoring, maintaining, or protecting documents. Archivists may use reformatting techniques for preservation to retain the information contained on a document, not necessarily the document itself. For instance, highly acidic and unstable diazotype maps are often reformatted onto microfilm or digitized, in order to remove the original so that it does not degrade other materials.

## **Archives, Access, and Regional Research Center Concept**

Archives, museum, and library collections are as central to the park as the structures and the ecosystems around them because of their associations with key regional partners, individuals, groups, and events. Authors, educators, filmmakers, park staff, publishers, students, and the public use park collections as source material for their research, interpretation, and works. Park archives, museums, and libraries also further park knowledge and study by serving as outreach information sources for interpretation, publications, web sites, and educational programs.

The park archives, museum collections, and library should all serve the same basic functions in a park. Stated in the most basic terms, they should be designed to collect and preserve park specific data and make that information available to park staff and the public in the most efficient manner possible. Archives, museum collections, and libraries need to be recognized as inter-connected. For example, the museum collection should contain series of specimens collected during park-specific research. The archives should contain the field reports, summaries, and plans commonly known as associated records that result from that research. The library should contain the published material resulting from and related to the general topics represented in the park archives and museum collections.

In meetings with management staff and through information contained in the park's 1995 *General Management Plan*, Lewis and Clark NHP has committed itself to taking the lead in telling the lower Columbia Lewis and Clark story by establishing a regional research center in cooperation with all relevant entities. This would require a park commitment to professional archives management. Records of enduring value are kept so that they can be communicated to an audience.

The foremost function of museums, libraries, and archives is to provide users with reference services so they may have physical access to the facilities holdings. As public institutions, parks have a legal obligation to provide physical access and reference services. The *NPS Museum Handbook*, Part I, Appendix A states:

Archival and manuscript collections are considered museum property and will be managed in ways that preserve them intact for the future while providing current access. When an archival collection not owned by the National Park Service falls within a park's approved Scope of Collection Statement, every reasonable effort will be made to acquire it if (1) an appropriate storage facility will be provided by the NPS or a cooperating institution, (2) the facility will be staffed by at least one archivist, curator, librarian, or other person experienced in caring for documentary materials, and (3) the collection will be made available to serious researchers under conditions that maximize both preservation and use and ensure security against theft and vandalism... (page A:13)

The Organic Act of 1916 mandates that agency collections are to be preserved and maintained for the use and enjoyment of the American people. A regional research center would provide collection-based research and learning for greater public understanding and appreciation of the Lewis and Clark and lower Columbia story. Establishing a research center fulfills a long-time archives management tradition of access and outreach and takes its resources to the public through collaboration with, and networking to, neighboring state, local, and academic communities.

Access is the end product of all the efforts by archivists to properly arrange and describe collections. Once standardized procedures and practices are established, collections can be made more easily available for scholarly and educational research. To help the park receive guidance for archival best practices, it is recommended that the park conduct an archival assessment and survey using a professionally trained and experienced archivist. The purpose of the assessment is to conduct a comprehensive and systematic review of archival holdings and assist park staff in making decisions about that material.

Topics addressed in the assessment include:

- collection level descriptions, including appraisal, evaluation, and recommendations for arrangement and description (accessioning, cataloging, finding aid production)
- preservation condition of the record groups examined (prioritized needs for storage, stabilization, re-housing, reformatting, and treatment)
- potential legal problems (copyright, privacy/publicity concerns)
- existing problems in the park infrastructure for archives (such as missing policies and procedures, and the adequacy of the Scope of Collection Statement, equipment, space, staff training, and staffing)
- identifying the priorities for processing (arrangement and description) and assistance with time and cost estimates for project statement funding options
- the establishment of a manual to instruct staff, interns, and volunteers on the established procedures for arranging and describing historical materials

The intent is to provide a clear and concise guide to the most common archival procedures, and also to offer a conceptual framework for deciding how to proceed with problems and challenges.

## **Records Management**

Numerous LEWI staff members interviewed during research for this document have committed themselves to the retention of resource management-related documentation, but there is much confusion and lack of direction (see Appendix E for definition and discussion of resource management records). Often these records are thoughtlessly purged, resource related records in particular, because of a weak emphasis on professional records management within the NPS. Methods for improving park records management activities should be provided for staff, in addition to archival guidance for the museum collection.

The value of a well-organized park museum archives cannot be underestimated or understated. It serves as a source of cultural, natural, interpretive and planning research and data, reflecting past management decisions and serving as basis for current and future management decisions. Thorough recording of past resource projects prevents needless repetition of studies, as has been common in the NPS's past. Retaining past park management documents also serves as legal protection for park staff when issues arise that hinge on past park actions. Many issues critical to a park are revisited over its history, so the history of the park's actions is vital to understanding the present and future forces on the park.

Records management training is available to NPS employees, although often from other federal agencies. The staff management should contact the PWR/Seattle Office training officer for further assistance in locating appropriate training opportunities. A LEWI records management officer should contact the NPS service-wide Records Officer for all the reference material needed to perform record management activities. The LEWI management staff should establish a records review policy. The designated park records manager should establish a records disposition board, involving all park divisions and sites, to review all records before formal disposition by the records officer.

This review will give the park the opportunity to ensure retention of important documents of park resource management, the history of interpretation of the park's resources, and archeological or historical research projects conducted on park lands which pertain to the park's mission. This board would also establish, through the input of the park curator, an SOP delineating the proper transfer of permanent material to the museum archives. It will also ensure that ineligible records, such as personnel-related documents containing personal data protected under the Privacy Act, will not be incorporated into the park archives.

## Recommendations

- Conduct preliminary phase work for a park archival assessment/survey. Obtain funds and contact professional NPS archives personnel. Incorporate considerations of archival needs of a LEWI research center.
- Establish clear procedures for transferring or retiring records to the park archives. Establish lines of communication with park divisions and other entities to provide guidance documents/SOP to facilitate the transfer of material.
- Establish a records disposition board involving all park divisions and sites to dictate park records policy and to review all records before formal disposition by the records officer. Consider whether state parks can be included as well.
- Initiate training to change how employees view records management and to spark interest and commitment to proper recordkeeping practices.
- Review options to enhance access to archives, museum, and library collections through communication and cooperation with lower Columbia entities. Include access needs for possible future research center.
- Review current museum, archives, and library management staffing, storage, and access needs in light of future expansion and resulting workload. Ensure positions are filled by qualified professionals on base (ONPS) funding and provide continuing education for staff professionals.



**Figure 6** Clatsop hat in the LEWI museum collection

# Issue B— Museum Facilities

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## Issue Statement

**Adequate storage, study, and work areas are needed to document, preserve, and use park museum and library collections, and are essential to the establishment of a research center.**

## Background

A balance between preservation and use is necessary for the proper care of museum collections and central to the National Park Service mission. Cultural, biological, and geological collections require space for proper processing and cataloging by staff, protected space for long-term storage, and space to provide physical and intellectual access for NPS staff and outside researchers. These needs are ongoing for management of collections, and as National Park Service collections grow over time, space considerations are a continuing issue in their care.

The recent establishment of Lewis and Clark National and State Historical Parks provides an excellent opportunity to revisit the facility needs of the museum program for this greatly expanded park area. This issue reviews the status of its current facilities and looks at options for improvement and growth in both the museum collection and the spaces it occupies.

## Current Museum Holdings

The museum collection of Fort Clatsop (FOCL) is briefly described in a number of park documents including the 1995 Scope of Collection Statement, the 1995 *General Management Plan*, and the 1995 *Resource Management Plan*. Although these documents are dated, their basic description of the park's holdings remains for the most part accurate.

Archeological investigations related to searching for the actual remains of the original Fort Clatsop and the activities of the Lewis and Clark expedition have been a continuing theme in collections development at the park. Additional archeological materials related to other historic activities in the area, from early homesteads and other enterprises, form part of the collection as well. Native American and historic remains recovered during compliance activities have also been added to the collection. Archeological materials currently comprise approximately 17% of the museum collection (2004 FOCL CMR).

Although Lewis and Clark materials are a focus of the park's Scope of Collection Statement, few identified artifacts related to the expedition are in the collection. Instead, most historical materials are either representative artifacts of that time period, replicas of historic artifacts for exhibit, or historic materials related to the establishment of the park. Much of the historic collection is incorporated into the visitor center exhibits. The historic collection currently accounts for approximately 2% of the park collection.

The ethnological collection is not large, and again, much of it is included in visitor center exhibits. Examples of material culture of the Clatsop, Chinook, and neighboring groups make up 2% of the collection.

A large part of the park's biological collection is a group of modern botanical voucher specimens collected to reflect Lewis and Clark's plant documentation activities during their stay at Fort Clatsop. A limited number of small mammal specimens, as well as several bird specimens, are included in the biological collections. These holdings account for only 2% of the park's collection.

The park currently has only one geological specimen and no paleontological specimens in its collection as of its last report.

The park's archival collection has shown the most recent growth of any part of the museum holdings, and contains 77% of the currently cataloged collection. These records include historic photographs of the park, archival materials related to the establishment of the Memorial, the Salt Works,



various anniversary celebrations of the Lewis and Clark expedition, documents related to the establishment of LEWI, and documentation of other research activities.

The library of over 2,000 volumes supports research related to the Lewis and Clark expedition, the native cultures of the northwest region, the natural history of the lower Columbia region, and the history of the park. Museum catalog and accession records are also currently housed in the library area, adjacent to collection storage.

Park museum records are adequate for basic accountability, but need improvement to more fully document the park's holdings, and maximize the research value of the collections. This will be important to incorporate in any plan to create a research center to house and promote access to these materials.

## **Impact of New Park Designation**

The increased land base of the new park and the shared jurisdiction and administration of park areas will have profound implications for the management of museum collections, and will certainly affect the size of the museum collection and its use. A new Scope of Collection Statement for LEWI is needed to guide acquisitions to museum collections, and plan for future growth. This should also take into consideration the disposition of collections made on new park lands with shared jurisdiction, or collections from state parks or other entities which might be cared for by the NPS, depending upon agreements which are not yet in place.

With the survey of new park areas, compliance actions related to development of new areas, removal or redesign of existing features, rapid growth, and significant additions to archeological and archival holdings can be assumed. Research related to new park areas by planners, biologists, historians, interpreters, and other specialists will certainly create a need for greater access to all types of museum collection materials and documentation, and will in turn generate archival collections at a minimum.

Development of new exhibit and interpretive facilities may also create needs for acquisitions of other types of museum material in the future. Concomitant additions to the library collection to support expanded park themes should be supported. The development of a research center will affect space needs and the potential for collection growth, as well as the need for high-quality associated museum records and reference material. Providing physical and intellectual access to museum collections will be key features of a research center.

## **Existing Storage Facilities**

Currently the NPS museum and library collections of Lewis and Clark National and State Historic Parks are stored in a two-room space at the visitor center complex at Fort Clatsop. The area is staffed by volunteers under the supervision of the cultural resource manager, who provides access to the museum collections by appointment.

The outer room, approximately 235 square feet, contains library materials both cased and on open shelving, a desk for library staff use, a computer, a microfilm reader, a table for public and staff access, and the “hard copies” of museum catalog and accession records. The collection storage room, a separate room which opens into the library space, is approximately 155 square feet in size. Storage here has recently been improved, with the acquisition of six new museum cabinets, which store the park’s biological, historical, and ethnological collections, as well as part of the archival collection. Other archival materials are stored in two additional new museum storage cases outside this room in the library area. The storage space is separately alarmed, and recently-acquired data-loggers allow for the collection of more precise data on environmental conditions.

## **Discussion**

The park’s current museum and library storage spaces, although not optimal, are adequate for the storage of existing collections. However, they do not provide suitable space for access by researchers or the public, and do not provide work space for staff to process and catalog collections. Ideally, space for processing and use of biological collections should include a wet lab and possibly a fume hood, depending upon the nature of

the collections. It is usually best to isolate biological collections from other museum materials so that resource managers can have access to them without compromising the security and preservation of other parts of the museum collection. All collections need a secure, environmentally-controlled area where collection material can be removed from cases for study.

Currently, collection processing, cataloging, and research all occur on the table in the library. Its proximity to the collections is an advantage, as it minimizes hazards associated with transport and excessive handling, but this shared space cannot be dedicated to any ongoing projects. It is also less secure than the storage area, so materials should not be left out overnight even if there is no scheduling conflict. This makes work on large projects extremely inefficient, as materials must be moved twice a day.

Several options are possible for interim improvement to storage conditions, and for consideration for future expansion and development. The current storage space for museum and library collections is not crowded and has the capacity for modest collection growth. All cabinets in the collection storage area are only partially filled. Additional drawers or shelves can be added to all except the herbarium cabinet to accommodate additional specimens. The built-in compartments in the herbarium cabinet provide ample room for acquisitions.

The cultural resources manager has improved storage in this space and organized the library collection; a continuation of these efforts would give the park several year's growth in space for collections storage. Library shelving positioned perpendicular to the wall would also allow for additional space for the volumes, if this becomes necessary within this time frame. If the park opts to continue to use this space for the short-term, the outer room should be added to the building alarm system as a separate zone. HVAC modifications might also be considered to provide better control of temperature and humidity in this two-room area, which currently has only a wall-mounted heater in the library space, and no humidity control. This option is basically a holding pattern, which does not improve the work space for researchers and staff, and should only be

seen as a short-term strategy while necessary planning and preparation for an expanded facility is under way.

Another means of increasing storage areas without incurring substantial expenses is to re-allocate existing space within park facilities. There is space across the hallway from the library and collections spaces currently used for two locker rooms which may not be extensively used. If this space were determined to be partially or completely available, approximately 200 to 400 additional square feet could be made available for museum use. Costs for conversion of this space would be modest.

The advantages of this option would be efficient staffing and access because of proximity to other storage areas and documentation; existence of plumbing, simplifying the creation of a wet lab area; building security system in place, simplifying installation of an alarm system; and the possibility of separating biological specimens from other materials. Negative considerations would be displacement of other functions and only a moderate increase in space. Along with the existing space, it would not have HVAC capabilities suitable for optimal storage, and would have IPM issues related to shared building use as well.

A third alternative which is being explored by the cultural resources manager is constructing an addition to the residence currently used by the Resource Management Division. This relatively low-cost construction project would yield 625 to 750 additional square feet of space, and conversion of a portion of the garage space would contribute additional square footage to this total. Estimating cost of construction only, this could be accomplished for under \$200,000 not including HVAC, alarm system, storage equipment, and other possible modifications. The use of in-house labor would significantly cut construction costs.

Advantages of this alternative would be proximity to resources staff, existence of plumbing for wet lab use, and relative low cost. Disadvantages would be splitting the collection between two locations, costing staff efficiency and complicating issues of public and research access; the need for an additional alarm system; and the need for HVAC in the newly-constructed area and garage. The distance between the two

facilities would make current staffing inadequate even with a low level of use. Additional inefficiencies include logistics such as the location of original museum records, storage of museum supplies, and necessary duplication of equipment such as computers. Like the visitor center, this building would have IPM issues related to a shared building use, and biological collections would continue to be housed with cultural materials.

Another alternative, which may lie outside the time frame of this plan because of the agreements and preliminary studies necessary for implementation, would be to explore locations outside the Fort Clatsop area in recently-added park areas. Partnership with other entities could create new collections storage and research areas by converting existing structures. Scoping for this option could be conducted with Oregon and Washington State Parks and other entities in the lower Columbia region. There may be a wealth of interesting opportunities for the park to examine, both in terms of partnerships and of structures or facilities.

Although conversion of buildings for museum use can be costly, as optimal conditions for museum storage are not easily created, this would afford a long-term means to address the park's repeatedly-expressed goal of creating a center for research activities and collection storage. The great advantage would be that the space would be designed and engineered in advance for museum use, with suitable space for museum activities appropriately arranged, HVAC system, security, laboratory space, adequate space for collection growth, and so on. If the park does pursue this option, the importance of involving professional consultants who have dealt with museum design and engineering issues at an early stage in planning cannot be overemphasized. A number of curators in the National Park System have worked on conversions of structures to museum use, and the park should take full advantage of their expertise.

The no-action alternative in the *General Management Plan* also describes the option of transferring material to other repositories rather than maintaining it on-site. Cooperative agreements could be negotiated to curate portions of the park's museum and library collection at universities, museums, or other repositories, thus alleviating the need for the park to create additional storage space and staffing support, while providing

research access to these materials through other institutions. If the National Park Service is not able to adequately staff a collections facility, this is an alternative worth consideration.

## **Recommendations**

- Continue planned improvements to library and collections areas.
- Conduct analysis of interim museum storage/work space alternatives within the park to address needs for the next five years.
- Prepare and update funding documents to request necessary funding for facility upgrades.
- Prepare and update funding documents to seek adequate museum staff to provide improvements in collection documentation, preservation, and access.
- Revise Scope of Collection Statement to address focus of new park, and to direct acquisitions policy and additions to museum collection.
- Obtain better estimate of rate of museum collection growth as formalized agreements are negotiated with other entities in the new park region, in order to plan a research center facility.
- Investigate possible locations for centralized museum storage and library facility, as park planning moves forward for LEWI units.
- Develop a long-term museum facilities plan for implementation at LEWI.

# Issue C— Museum Planning and Programming

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## Issue Statement

**The Lewis and Clark National Historical Park needs to pursue an ongoing museum planning effort through scoping, discussions, and programming to meet the challenges of being a newly expanded park.**

## Background

The history of the Fort Clatsop National Memorial and the establishment of the new Lewis and Clark National and State Historical Park are closely tied with museum and archive collections, and this will continue into the foreseeable future. This issue addresses the ongoing need for a variety of planning and programming efforts on the part of the park and its partners, efforts which have been an active part of the park since its earliest days.

To address these needs, this issue looks at the existing and ongoing park planning and programming efforts, and suggests additions and improvements to support the research center concept. The concept itself is included in the park's 1995 *General Management Plan* (GMP), the highest level park-specific plan that serves as a master blueprint to direct the park's achievement of its mission.

## ***General Management Plan***

The GMP gives guidance and direction for this MMP. It sets forth a number of objectives for museum, archive, and library collections. Under the section "Actions Common to the Proposal and All Alternatives," it states that:

Park staff would maintain a cultural and natural museum collection for research and interpretive purposes. This collection would consist of objects related to the Lewis and Clark Expedition's stay at Fort Clatsop, archeological and paleontological material removed from the park, specimens relating to wildlife and plant species occurring

within the park, and objects relating to the management and administration of the Memorial. Strict guidelines would be developed to avoid the acquisition of unnecessary items. (page 19)

“Planning Issues and Concerns to be Addressed by the Plan” describes a goal that relates directly to this museum plan; specifically, it calls for:

**A Center for Lewis and Clark research:** A functional need exists for a central facility to serve as a major repository and research center for the Lewis and Clark materials within the region. Additional study and coordination are needed to determine whether this facility should be located at Fort Clatsop National Memorial, an area college/university, historical society, or other location. (page 15)

In all the alternatives, the GMP proposes to manage and preserve its museum collections. The alternatives are written so that they build upon each other.

**Alternative A: No Action** implies objectives that the park would take without any additional program support or emphasis. Here it describes an approach repeated throughout the document, where it states:

In addition to preserving all the cultural resources of the Memorial, this alternative would also address artifacts/archival storage needs: a collections management plan would be developed and a collections survey would be undertaken. Consideration would be given to identifying a suitable repository for Lewis and Clark materials. A site analysis/feasibility/suitability study would be undertaken for that purpose by professional curators from the National Park Service’s Washington, D.C., Office (Curatorial Services Division) or Pacific Northwest Regional Office staff. If existing space at the Fort Clatsop Memorial would prove inadequate, options would be developed for the proper siting of these functions. Such a repository would not necessarily have to be located at the Memorial or managed exclusively by the National Park Service. Other possibilities could include organizations such as the Oregon Historical Society, Lewis and Clark College, or at a location that is historically significant to the Lewis and Clark Expedition, e.g., the Jefferson National Expansion Memorial in St. Louis, Missouri. (page 22)

It goes on to say under this alternative that the park will “cooperate with other historical societies and museum staffs in data and collections



sharing, curatorial expertise, and interpretive programs.” (page 23)  
Clearly, the intent of the GMP is to expand the capability of the park’s museum program through new facilities and partnerships.

**Alternative B: Minimum Requirements** calls for the same actions as Alternative A, but in addition states that “a park archive would be established documenting the park’s historical and administrative history” (page 27).

**Alternative C: Proposed Action and Preferred Alternative** incorporates the museum actions under Alternatives A & B. While it does not add any additional actions for the museum program, its call for increased staffing and funding will provide a substantial ability to manage, preserve, and protect museum resources.

The park has requested an amendment and updating for the GMP to reflect the change and expansion for the National Memorial to become Lewis and Clark NHP. Should the amendment be approved, it is foreseen that this issue will continue to receive the support and attention it needs.

## ***Resource Management Plan***

The 1995 *Resource Management Plan* (RMP) outlines a series of projects intended to enhance and improve the management and protection of natural and cultural resources. While the National Park Service has previously required revising the RMP on a regular schedule, this was suspended pending the development of a new database that would link the RMP with other programming systems such as PMIS and OFS. Until the service-wide approach is finalized, the RMP cannot be updated. Nevertheless, the 1995 RMP contains numerous project statements related to the museum project, including the projects listed in Table 1.

The RMP does not fully describe the needs and funds to fully operate the expanded program as it is currently developed. If and when the RMP is updated, the needs identified by this plan and other museum program needs set forth by the Automated Checklist Program should be included.

**Table 1.** Fort Clatsop NM *Resource Management Plan* – 1995, museum-related Project Statements

| <b>Project ID</b> | <b>Project Title</b>                         | <b>Funded (\$000)</b> | <b>Un-funded (\$000)</b> |
|-------------------|--|-----------------------|--------------------------|
| FOCL-I-115.001    | Upgrade Library to Professional Standards    | 0                     | 15                       |
| FOCL-I-303.001    | Catalog Park Slide and Photo Collection      | 1.7                   | 0.1                      |
| FOCL-I-303.002    | Acquire New Museum Collections               | 0                     | 0                        |
| FOCL-I-304.001    | Establish Collections Management Plan        | 0                     | 7                        |
| FOCL-I-304.002    | Revise Scope of Collection                   | 0                     | 4                        |
| FOCL-I-304.003    | Complete Park Herbarium                      | 1.6                   | 0                        |
| FOCL-I-304.004    | Conduct Collection Condition Survey          | 0                     | 5                        |
| FOCL-I-304.005    | Implement Curatorial Program                 | 0                     | 139                      |
| FOCL-I-307.001    | Compile Park Administrative History          | 15                    | 0                        |
| FOCL-I-315.001    | Implement Integrated Pest Mgmt Program       | 9                     | 0                        |
| FOCL-C-211.001    | Temporary Museum Exhibit Plan                | 0                     | 16                       |
| FOCL-C-301.001    | Archeological Baseline Studies, Maps, etc.   | 0                     | 30                       |
| FOCL-N-305.001    | Develop Natural History Reference Collection | 0                     | 3                        |

## **Scope of Collection Statement**

The Scope of Collection Statement (SOCS) is a document within the NPS museum program that justifies and directs the acquisition and growth of museum objects and archives specific to each national park unit. SOCS are required documents and are essential tools for planning the expansion of museum collections; they should be updated regularly and revised as major changes occur at the park or program level. This is certainly the case at LEWI with its expanded park base and mission.

The current SOCS dates from 1995 and was written for Fort Clatsop NM at a time when only collateral-duty staff was onsite to implement its approaches, along with assistance from other parks and the regional office. A quick review of its approach is given in Table 2.

**Table 2.** Concepts contained in the 1995 Scope of Collection Statement

| <b>Discipline</b>                                | <b>Concepts</b>  | <b>Directed Growth</b>   |
|--|--|--|
| <b>History</b>                                   | Emphasis on Lewis and Clark-related materials; individuals or items associated with the Memorial themes: indigenous populations, political and military affairs, and westward expansion.   | Best preserved examples.   |
| <b>Archeology</b>                                | Materials from park lands; original objects from Lewis and Clark expedition; items associated with expedition members or with various individuals (listed); period pieces; excavations and finds except for some 20 <sup>th</sup> century materials; archival materials related to the expedition, individuals, or the Memorial.   | Legal mandates. Search for early archeological excavations material. Avoid surface finds. Collect associated records.                          |
| <b>Ethnography</b>                               | Maintaining an ethnological collection is an important component of the management, research potential, and educational value of the [Fort] resources.   | No direction described   |
| <b>Archives</b>                                  | Personal papers, non-NPS organizational records, assembled manuscripts, resource management records, sub-official and associated records; photographs  | No direction described.  |
| <b>Biology and Geology<br/>(No Paleontology)</b> | Herbarium repository for voucher specimens; each species of indigenous or exotic vascular and non-vascular plant found in park; species associated with Lewis and Clark expedition; specimens that illustrate variations in size, form or color; tree core samples; fungi, invertebrates, mammals, birds, amphibians and reptiles as collected by natural resource staff or during Inventory and Monitoring; geology | Grow by needs identified in RMP. Many gaps in park herbarium to fill in. Large mammals must be evaluated with limited collection storage space |

## Repository Agreements

The park has loans both into and out of the museum collection. One indefinite long term loan, from the Oregon Historical Society, consists of authentic period pieces used in the visitor center exhibits. A large outgoing loan to Fort Vancouver NHP is for research and curation of the park’s archeological materials.

While most loans have generated little difficulty or controversy, the increased amount and complexity of loans is starting to change this. In addition, institutions and outside repositories are increasingly aware of the cost of storage and curation, and many are implementing cost-recovery

policies. This plan will explore the need for repository agreements as an alternative to simpler loan agreements.

Repository Agreements are Memoranda of Understanding or other types of formal agreements that set forth the terms and conditions of loans in a more extensive manner than is usual with loan forms alone. They typically define and delineate the policies and procedures for access, inventory, cost responsibilities, notification requirements, research protocols, and a wide variety of curatorial and institutional roles. They form the basis for a long-term relationship between institutions, help establish the basis for why the arrangements were made, and clarify everything from ownership to intended uses.

## **Programming for Budget Requests**

The need for additional staff, facilities, improvements, and projects must be reflected in requests submitted by the park to various budgetary systems the National Park Service uses to prioritize and select for funding.

The Operations Formulation System (OFS) system contains all unfunded budgetary requirements of the NPS for ongoing or operational needs for the next five fiscal years. The system does not contain requests for funding of individual projects. The Project Management Information System (PMIS) contains all the unfunded project requirements. Both systems contain a limited amount of historical information on funded requests (OFS from FY94 and PMIS from FY99).

## **Operations Formulation System**

The OFS requests listed in Table 3 were submitted by LEWI and are related to the newly created park. The first request “Operate New Facilities” is for maintenance and ranger staff to meet the operational needs of the expanded park. The second requests a variety of interpretive and resource staff, including:

The 0.5 GS 11 equivalent will be targeted for cultural resource management, particularly cultural resource compliance, collections management, and Native American tribal consultation, all

associated primarily with the new responsibilities for the federal land at Cape Disappointment.

**Table 3.** LEWI OFS requests

| <b>Regional Priority Code</b> | <b>Funding Request</b>   | <b>Amount (\$000)</b> |
|-------------------------------|--|-----------------------|
| 146.0                         | LEWI - Operate New Facilities for Expanded Park Lands in Oregon  | 117                   |
| 181.0                         | LEWI - Expansion of Park - Operate New Units in Washington State | 369                   |

## Project Management Information System

The PMIS requests in Table 4 reflect a variety of planned activities that are directly or indirectly related to the LEWI museum program. The PMIS number reflects the chronological order in which they were entered as projects.

**Table 4.** LEWI Project Management Information System museum-related requests

| <b>PMIS #</b> | <b>Title</b>  | <b>Cost (\$)</b> |
|---------------|---|------------------|
| 43353         | Continue Archeological Investigations                                 | 74,000.          |
| 49043         | Conduct Archeological Research In Search of The Original Fort Clatsop | 105,000.         |
| 75164         | Catalog Museum Collection Backlog                                     | 20,000.          |
| 86623         | Conduct Oral History of Fort Clatsop                                  | 15,000.          |
| 65543         | Develop Collection Storage for Museum Collections                     | 20,000.          |
| 86626         | Provide Adequate Equipment for Museum Collection Storage              | 4,000.           |
| 98243         | Provide Shelter and an Interpretive Wayside for a Chinook Canoe       | 15,000.          |
| 98317         | Develop Museum Management Plan and Provide Equipment                  | 20,000.          |
| 98326         | Develop Housekeeping Plan for Museum Collection Facilities            | 7,000.           |
| 102990        | Catalog Backlog of Park Archives and Photo Collection                 | 10,000.          |
| 102937        | Complete and Implement IPM Plan for Museum Spaces                     | 18,000.          |
| 103013        | Complete & Implement Museum Management Emergency Operations Plan      | 22,000.          |
| 110450        | Cover Park Expansion Start-Up Cost                                    | 239,520.         |
| 113626        | Conduct Museum Collections Condition Survey                           | 8,000.           |
| 113836        | Update and Amend General Management Plan                              | 375,000.         |

## Planning for Research Center

The concept of developing a park research center has been discussed for some time at the park. Its inclusion in the 1995 GMP shows that the concept had garnered considerable support by the time the plan was being developed. However, no specific documents outline the scope and intent of such a center. This GMP discussed the methods and steps that could be used to further develop the research center concept and define its purpose, role, and function.

The team has looked at other NPS centers, whether they are research centers, multi-park centers, or center repositories, as examples of how they were defined, developed, and operated. This includes examples of Fort Vancouver NHS, Nez Perce NHP, Dinosaur NM, Everglades NP, and the Western Archeological and Conservation Center. No existing NPS center exactly matches the concept and realities found at LEWI, so similarities and contrasts between LEWI and these other centers must be analyzed with the most relevant and applicable details used as input into the LEWI planning process.

## Discussion

Museum Management Plans attempt to advance the park's program over a 5-year planning cycle by various mixtures of physical, operational, and planning improvements. This plan proposes numerous improvements that are organized and justified around the concept of the development and creation of a research center for Lewis and Clark – lower Columbian studies. While the incremental improvements proposed herein will provide increased capability to meet overall NPS and park mandates for preservation, protection, and interpretation of the resource, they will also bring the park closer to being able to establish a working, viable research center. A thorough discussion of the research center concept is given in Issue D.

The following planning and programming objectives are established and should be considered as crucial achievements to support the establishment of the research center.

## **Park Management Plans**

This MMP strongly supports amending the General Management Plan. The process of scoping and public involvement in an amendment would provide impetus to discussions on the purpose and need for a research center and could focus the park's effort to involve partners and clients in the strategic planning process.

LEWI planning documents such as the GMP and RMP will be revised, amended, and updated as necessary and possible. The museum program will represent only a part of the totality of subjects covered in these plans, and it will not be able to control when they are revised. As such, this MMP can support the need for their update and revision, and more importantly, it can help prepare the park and the museum program to be in a better position to make progress that would be reflected in the plans' next revision.

For the museum program, substantial improvements in physical and operational museum resources, and progress towards defining and planning for a research center will help the park address its future planning directions and options.

## **Scope of Collection Statement**

The park's Scope of Collection Statement needs to be completely revised and updated to incorporate professional approaches to museum and archives management, as well as to the expanded park and research center concept. Table 2's "Directed Growth" column shows that the SOCS provides little or no guidance for the growth of museum collections. A new SOCS should more thoroughly describe the current collections, and invest a large amount of its attention to reflecting a vision of growth that will help generate a research-quality collection. Thus, it needs not only to describe potential sources of new acquisitions and place boundaries of what is appropriate to acquire, it should also describe priorities for growth and characterize the nature and quantity of desired acquisitions. To support the research center concept, it should analyze the anticipated needs of researchers and what kinds of collections will attract and interest center users. It should build upon any progress towards defining

interpretive themes and the stories that the park intends to emphasize to the visitor. The need to update the park's interpretive planning is described in Appendix C.

Considerations to incorporate into a revised SOCS include:

**History:** This section should include the expanded park resources and mission, progress towards developing a Long Range Interpretive Plan, and refinement of interpretive themes. Consideration should be given to which history resources will enhance the reputation and appeal of a research center. Priorities should be developed that reflect what materials are available and possible opportunities to add significant collections when and if they become available. This may require identifying funding sources (\$100s to \$1,000s) that can be accessed quickly should items be available for purchase.

**Archeology:** The current SOCS appears to overlap archeology and history, and to the extent the difference can be clarified, the new SOCS should do so. Emphasis should continue on professionally generated collections and associated records. An effort should be made to document all past archeological work to the greatest extent possible. A revised SOCS should delineate options for storage, and indicate its preference as to which repositories are suitable.

**Ethnology:** With the staffing of a CRM specialist, the park has increased its ability to work with local tribes and Native Americans in its management and interpretation. The SOCS should reflect the goals of the park to preserve and interpret the native cultures of the lower Columbian region.

**Archives:** The archives of the expanded park will undoubtedly continue to be the fastest growing segment of the museum collection. Issue A in this plan provides additional guidance on revising the SOCS to deal with archives.

**Biology, Geology, Paleontology:** The collections should be linked to the Inventory and Monitoring Program and other relevant Natural Resource Programs from all new park areas. The collections should support



understanding of natural ecological systems as well as Lewis and Clark-related themes. The development of high-quality scientific specimens and associated records should be emphasized. Also, the NPS Research Permit and Reporting System online permit process could be used to attract and expand outside research interest in parks. Outside repositories should continue to be used, while recognizing the need for onsite access to various collection types such as the herbarium.

## **Repository Agreements**

The development of repository agreements can be considered a two step process.

First, the decision-making phase explores where best to house and maintain the collections. The assessment should include an evaluation of onsite access needs, the capability of a repository to adequately house and preserve the collections, and the cost of each available option. A decision is made in consultation with interested parties, resource specialists, affected individuals and institutions, and, of course, the preferred repository.

Second, once a repository has been selected; it agrees to accept the collection; and it satisfies other requirements and costs, an assessment must be made as to whether a loan agreement by itself is adequate or a repository agreement is also necessary. Such a decision can be strongly influenced by:

- The size and complexity of the collection. A large complex collection suggests an agreement will be indicated.
- Whether multiple collections are being housed in the same repository, that is, numerous loans are being made and managed. The higher volume of activity suggests an agreement will facilitate processing and management.
- Whether charges are made to cover costs, either one-time charges or annually. The payment for services will require obligation of funds, and expectations are best formalized in a written agreement.
- The degree of cooperation and length of the intended loan. High levels of cooperation in research and management of collections over

extended periods of time (5, 10, or 20 years) suggest that a formal agreement would help future managers and staff better understand the purpose and nature of any loans.

## **Programming for Budget Requests**

At this time the planning team recommends the following budget requests be developed to achieve the recommendations in this plan:

### **PMIS - Project Statements**

- Scoping for research center: \$25,000 - 50,000 - (Conducting meetings and discussions about the vision and need for research center; funding for term position (GS-11 or 12) with travel support, or for contract.)
- Surveying and assessment of collections: \$15,000 - 25,000 - (Conducting a survey of current and potential museum collections, archives, and records; determining spatial needs for collections storage, processing, research, and use for each agency; funding for temp/term position (GS-9 or 11) with supporting funds, or for contract.)
- Improving electronic access and cataloging: \$20,000 - 30,000 - (Creating electronic finding aids, new and re-cataloged museum records, and web design for remote user interfaces; funding for term/temp position (GS7, 9, or 11) with supporting funds, or for contract.)

### **OFS – Base Funding**

Operate research center: \$250,000 - 350,000

This request would consist of the following:

- GS-11 curator or archivist
- 0.5 FTE GS-5/7 museum or archives technician
- GS-12/13 program manager (professional research Ph.D.)
- Operating funds

## **Planning for the Research Center**

An ongoing planning process discussing the research center is described in Issue D. Incremental progress towards developing the center will not be

wasteful or duplicative should a major partner and source of location and/or funding change in the future. All the steps described in this plan will pre-position the park to take advantage of rapid progress, with better organized and better understood museum and archive collections.

The amendment of the General Management Plan would provide a significant boost in planning the nature and purpose of the research center. Through public scoping and further planning, the research center concept could be brought to fruition by the investment, imagination, and dedicated efforts of the community in support of Lewis and Clark NHP.

## Recommendations

- Amend the *General Management Plan* as called for in the new legislation. Incorporate the approach taken in this Museum Management Plan into the revised plan.
- Revise the Scope of Collection Statement. Conduct scoping with state parks representatives and seek their involvement. Look for involvement from other users, clients, and partners.
- Develop Repository Agreements where applicable. Consider building such agreements into any project or program that will generate or manage significant or large volumes of artifacts and archives.
- Submit budget requests in OFS and PMIS to reflect program needs now and into the next five years. Special emphasis needs to be placed on those resources necessary to fund the establishment of a research center.
- Conduct an ongoing planning process aimed at the development and establishment of a research center. Consider all aspects of facilities, operations, outreach, and partnerships.



**Figure 7** View from Station Camp

# Issue D— Lewis and Clark Lower Columbia Research Center

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## Issue Statement

**A cooperatively planned, developed, and operated research center focusing on the cultural and natural resources of the lower Columbia River region will allow the park, its partners, and the community to facilitate research, education, and a greater understanding and appreciation of the area.**

## Background

The Lewis and Clark expedition is one of the better known events in American history. The intent of that expedition was to explore new territories and disseminate the knowledge gained. The park now has the opportunity to continue that spirit of exploration and discovery by actively and aggressively promoting and supporting research that will further the knowledge and understanding of the lower Columbia River area. To accomplish this the park and its partners should work cooperatively to plan, develop, and operate a research center.

Fort Clatsop is an important chapter in the expedition story and was one of the first Lewis and Clark sites to be researched and commemorated. Beginning in 1899, the Oregon Historical Society (OHS) and others began systematically to search for and record the remnants of the Fort. In 1901, OHS purchased three acres that contained the fort site and then purchased an additional two acres in 1928. OHS continued to memorialize and study the fort site until 1958, when the National Park Service commenced management of Fort Clatsop National Memorial. OHS was also instrumental in recognizing the historical importance of the Salt Works, another Lewis and Clark site, located in the town of Seaside, Oregon. The Salt Works property was added to the Memorial in 1978.

In 1948, the first of a number of NPS archeological surveys occurred at the Fort Clatsop site. The archeological studies coincided with historical research associated with the replication, furnishing, and interpretation at Fort Clatsop National Memorial. Park staff also conducted historical and ethnographic research in order to develop the visitor center exhibits at Fort Clatsop. The first natural resource survey and recordation in the lower Columbia River began in the fall of 1805 when Lewis and Clark collected and identified some of the plants and animals which they encountered. Since 1961, a number of studies identifying plant and animal species have been completed at the Memorial.

The Memorial's boundary was expanded in August, 2002, to include adjacent lands associated with the expedition's "fort-to-sea trail." The Act allowing for the Memorial's expansion also called for a study of three prominent expedition sites located in Washington state. In 2003, the Lower Columbia River Lewis and Clark Sites Boundary Study identified and assessed the national significance of these sites, and in 2004 they were included in the establishment of the Lewis and Clark National Historical Park. The newly established Park (LEWI) is currently working towards establishing agreements with the state parks in Washington and Oregon to coordinate education, commemoration, resource and heritage preservation, and research efforts in the lower Columbia River region. Numerous federal, state, tribal, and private sector organizations are either current or potential partners in these efforts.

These agencies and organizations have the legal and policy mandates to further their understanding and knowledge of the lands and resources under their care through active and rigorous research, and through the sharing of research results. Through managing these lands and conducting research, the NPS, partner agencies, and organizations will generate museum artifacts and specimens, archives, and library materials. This collection of data, information, and objects will need to be organized and curated to ensure that it can be used by park managers for decisions, park staff for projects, and by educators, researchers, and the general public. One of many functions of a research center could be to support the curation and use of these collections. This goal could be hampered by the dispersal of collections throughout the region or it could be enhanced by the consolidation of storage, study, and accessibility into a collections

operation. Again, this would need to be a cooperative effort among willing partners; this will further facilitate and enhance the interpretive, educational, and research goals of the member organizations.

Specific to NPS requirements, the LEWI GMP identifies the need for a research center by stating:

There is a functional need for a central facility to serve as a major repository and research center for Lewis and Clark materials within the region. Additional study and coordination are needed to determine whether this facility should be located at Fort Clatsop National Memorial, an area college or university, historical society, or other location. (page 15)

The GMP also identifies possibilities for research cooperation including “assisting entities and promoting coordination in the protection of objects, documents, and other materials related to the Lewis and Clark theme.”

Additionally, the GMP Alternatives section identifies that

Park staff would maintain a cultural and natural museum collection for research and interpretive purposes. This collection would consist of objects relating to the Lewis and Clark expedition’s stay at Fort Clatsop, archeological and paleontological material removed from the park, specimens relating to wildlife and plant species occurring in the park, and objects relating to the management and administration of the Memorial. Strict guidelines would be developed to avoid the acquisition of unnecessary items. (page 19)

Under Alternative A of the GMP, and previously noted in this plan on page 48, the need for a research center is further justified:

Consideration would be given to identifying a suitable repository for Lewis and Clark materials. A site analysis / feasibility / suitability study would be undertaken for that purpose by professional curators.... If existing space at the Fort Clatsop Memorial would prove inadequate, options would be developed for the proper siting of these functions. Such a repository would not necessarily have to be located at the Memorial or managed exclusively by the NPS. Other possibilities could include organizations such as OHS, Lewis and Clark College, or at a location that is historically significant to the Lewis and Clark expedition, e.g. Jefferson National Expansion Memorial. (page 22)

Additional references in the GMP address the need to work with partners and other organizations to meet the research, education, interpretation, and

park management goals that centrally retained and managed park museum, archive, and library collections would provide.

The need for a research center is identified in LEWI's RMP (1995). One objective of the RMP (pg.13) states the need to "conduct continuing research and to gather and analyze information that is necessary for managing park resources." This objective is supported by at least two RMP Project Statements which identify the "importance to improve and expand the park's research collection and library into a quality facility" (#304.005 – Implement Curatorial Program), and the need to "update the park library to professional standards...with the capability and need to be a quality natural and cultural research facility..." (#115.001 – Update library to Professional Standards).

## **Discussion**

It is important to remember that a research center will have many functions. One of the functions is to provide access and support use of park collections: data, archives, objects, and the associated expertise.

The research center will exist in two dimensions: the first is the physical plant necessary to support the physical work of the research center. This includes the repositories of data, archives, museum collections, and library as well as the physical locations of staff and equipment. The second is the intellectual concept of organization among multiple federal, state, local, and private sector agencies.

## **Physical Plant**

One aspect of the research center is the required physical plant—the necessary facilities for the effective care of the physical collections. This care includes organized storage, proper environmental and security conditions, documentation of information, active preservation of materials when needed, adequate staffing, and providing physical and intellectual access to collections for exhibit, research, and education.

Proper planning for the physical collections will involve first determining what optimal needs are, then examining options for location of a new



facility, as well as options for adaptively reusing or modifying another structure, or partnering with an existing repository or museum. Planning should include developing a context for the facility's layout, design, physical requirements, and operations based upon a vision, explicit agency missions, and goals. It should set forth defined roles and functional analysis, preliminary standard operating policies and procedures, and projections of future trends and needs. The planning team must include Washington and Oregon State Parks staff members as well as museum professionals, Native American tribal members, other community members, and public input and involvement. There will be challenges in merging the cultures and missions of the national and state park partners while meeting the needs of clients and the public. Thorough planning is required and a conceptual approach is described here.

A preliminary survey of space functions and needs should be conducted with NPS, WA and OR State Parks staff, other partners, and potential clients. In this plan, the term "partner" of the research center is used to denote an institution that shares in the management, support, and operation of the center. Users in general are referred to as "clients" to clarify their role. These terms are often used differently in other NPS plans, but are important distinctions to make as they have very different roles and functions within the center concept. The survey (see Table 5 on the next page for an example) can be used to establish preliminary estimates and could outline a systematic approach of identifying the needs of the partners and clients.

Space estimates should be made in square feet but actual storage planning needs should be based upon cubic feet; the height of a room relates directly to the volume of specimens, artifacts, and records that it can hold. Effective architectural design requires careful analysis of functions, activities, operational requirements, and builds on the clear understanding of the agencies' goals. The use of common areas shared between LEWI and its partners doesn't necessarily imply complete integration of all operations, although it is always an option. Flexibility and adaptation to changing needs must be one of the design considerations.

**Table 5.** Estimated Space Needs Survey (in square and cubic feet)

| Function                                       | NPS | WA | OR | Clients | Common Areas | Total |
|--|-----|----|----|---------|--------------|-------|
| Collections storage                            |     |    |    |         |              |       |
| Archeology lab                                 |     |    |    |         |              |       |
| NH labs  |     |    |    |         |              |       |
| Offices  |     |    |    |         |              |       |
| Researcher stations                            |     |    |    |         |              |       |
| Library  |     |    |    |         |              |       |
| Field equipment storage in common              |     |    |    |         |              |       |
| Archives room                                  |     |    |    |         |              |       |
| Art Storage                                    |     |    |    |         |              |       |
| Support areas: conference, kitchen, copy rooms |     |    |    |         |              |       |
| Circulation and utility (20%)                  |     |    |    |         |              |       |
| <b>Totals:</b>                                 |     |    |    |         |              |       |

Delineation of space as being one agency’s dedicated space, versus shared or client space, could use the concept of “minimum guaranteed area” where specific allocations are assured and additional allocations are subject to further consultation and agreement. For example, if 2,000 SF were available within a specific type of storage, and the NPS, WA, and OR needed 500 SF each, the center could “hold” the rest available for future allocations to the partners or other clients. This approach offers flexibility while recognizing the reality that once museum space is allocated and occupied it is often time consuming and expensive to reconfigure it. This is especially true for clients, who may have fewer alternatives for relocating collections.

All estimates for storage space should include modest growth for collections storage and management (new staff, volunteers, interns, clients) over time. There will be a desire to maximize storage capacity in a new facility, but the total functionality of the center must not be compromised to achieve this end. The design of the collections space will be a challenge to maximize size while ensuring a protected and secure

environment. LEWI must seek the involvement of architects and engineers with experience in museums or similar facilities, as well as the input and review of museum and scientific professionals.

Although the research center can be seen as a place for agency, client, and academic experts to pursue the management and research of resources in the lower Columbia river, the museum, archives, and library collections will need to be designed to facilitate the use by the public. This would include recognition during the design phase of the need for and potential of tour groups and other interpretive opportunities. Tours by managers, trainees, college or school groups, scientific and non-profit groups, and others are likely to occur over the years. Consideration of the viability of general public tours should also be considered.

In addition to conducting a survey of future physical and management needs for the research center, discussions need to occur to determine how the park collections component will exist in the interim (in the next five years). If improvements can be made to the LEWI collections and library using a full-time, multi-disciplinary, GS-11 professional curator or archivist, these improvements will progress to the next level of planning and developing for the research center. It is important to maintain the current momentum of improvements in professional collections and library management and coordinate interim improvements with future needs in mind. This is especially important if there is a sudden influx of funding for the development and/or construction of the research center and/or for the collections program. In this regard, LEWI staff will be better prepared to expand into the research center.

## **The Research Center Concept**

The park and partners need to develop a planning approach that is both realistic and visionary by meeting their current collections management and research goals while anticipating future growth and needs. One of the largest challenges is to determine what, if any, functions would need to be consolidated to promote the goals of the research center. Jointly sharing and operate a facility pose challenges for any organizations, particularly for a partnership of federal, state, and local agencies. Governmental

agencies typically have sole authority over their own space and operations, and do not have substantial experience in, or extensive knowledge of, joint operations. The planning process described here builds on the planning approaches currently used by the NPS in the field of museums, architecture, and scientific disciplines. The proposed “Lower Columbia River” research center plan would be produced as part of a scoping process between the NPS, WA and OR State Parks, and other potential partners and clients. It would include the following information:

- **Vision:** Providing a succinct statement of the overarching purpose and relationships that helps determine future direction—the view of the institution ‘from the mind’s eye.’
- **Mission:** Stating the legal and societal responsibilities of the agencies involved, and what have they been tasked with accomplishing.
- **Program Goals:** Stating the objectives that cover the separate programs that will be conducted in order to achieve the agency missions.
- **Functions:** Describing what work tasks, jobs, and activities will go on for each program goal. How frequently will they occur, how sustainable are they, what special space, equipment, or arrangements are necessary?
- **Roles of Agencies and/or Partners:** Defining the responsibilities of the agencies and/or partners for each function. What will be shared versus separate accountability and needs; who will make decisions and how will the needs be identified; what are the legal restrictions and/or best management practices that guide the partner’s approaches?
- **Service to Clients:** Describing the role of the center in relationship to its clients. Who is expected to be a client; what are the limitations on clients; how to ensure that client needs are met and good customer service models are used; and how will clients cover the costs of services that they use?
- **Policies:** Defining a set of policies that will guide the operation of the research center. Each agency brings many broad policies with it to the partnership, but the center will need specific ones unique to its functions and they will require refinement and adaptation as the research center gains experience. What are the policies governing

loans, educational programs, employee duties, safety, customer service, clients rights, and preservation and use of collections?

- **Standard Operating Procedures:** Standardizing the methods and processes used to accomplish work tasks. How is security to be achieved when the building is opened or closed; how are visitors received; how and when is housekeeping accomplished; when will building tours be conducted; how is access to collections made; how is incoming material processed; and how are numerous routine functions accomplished in ways that reflect efficient, professional standards?

The sequence of events to achieve the completion of a research center will be determined by the project planners and agency managers, but the following steps will need to occur:

- A full commitment to a research center can be shown by including the need in LEWI's strategic planning. This involves including the center concept in any addenda to the GMP, Resources Management, and Long-Range Interpretive Management Plans. The park should draft OFS and PMIS statements and encourage partners and clients to include the concept in their own institutional or regional plans. Possible partners include Washington and Oregon State Parks, the city of Astoria, state historic societies, and the Lewis and Clark National Historic Trail.
- Review and approval by each agency using their own decision making processes and authorities. The partnership approach needs to be clearly described at every step in the process.
- Determination by each agency of what collections, staff, and functions will occur in the research center. Discussions should involve all the staff with relevant interest and expertise. A preliminary survey of agency needs would be helpful.
- Completion of a research center plan that delineates the vision, mission, goals, functions, and so on (as described herein). Information should be collected during this process that will provide detailed input to a building design process, if new or expanded construction is required. If an existing museum or repository facility is chosen, then all of the above elements should be evaluated within the existing facility.
- Building design, if new or expanded construction is required, including appearance, layout, functional relationships, physical and

mechanical systems, health and safety, sustainability, landscaping, security and access, and all the details necessary to produce an excellent product designed to achieve the agencies' missions. If an existing museum or repository facility is chosen, then these elements should be evaluated within the existing facility.

- Planning and purchase of storage, office, and lab equipment. Investment in the most efficient and effective equipment can increase productivity, improve specimen organization and access, and be cost effective over the long-life of the facility.
- Identification of staffing needs and expertise necessary to operate the center in the interim and in the future, and the permanent funding adequate to fulfill staffing and operational needs. This should include service to the network of parks consistent with network and regional strategies for achieving GPRA goals.
- Marketing the center's services to clients; developing links to other research institutions and repositories; information and program links with other museums, parks, and libraries; internet web site development; publications and public information programs.

This is by no means an exhaustive list or description of the facility planning process. It is intended to give support for the need of a comprehensive approach to the planning, design, operation, and 'buy-in' of the research center concept. A research center developed with the partners, clients, and public needs in mind, with recognition that it will be adapted for many different shifts in program goals over its life, will support and incorporate LEWI's dedication to protecting its cultural and natural heritage.

## Recommendations

- Begin strategic planning for the research center concept with the park partners, identifying individual and group needs and how these would be addressed through the development of the concept.
- Integrate the concept of the center with the park's amended GMP, RMP, and other planning documents. Incorporate the center concept into annual and five-year goals, and in OFS and PMIS project statements.
- Make the research center one of the park's top priorities. Begin strategic planning for the research center and integrate the center with the park's amended GMP, RMP, and other planning documents. Incorporate the center concept into annual and five-year goals, and in OFS and PMIS project statements.
- Identify staffing needs for the center and program for an OFS base increase to request the necessary staff that would support park involvement. The position can serve collection management needs and improvements as outlined in this plan, act as the network curator for multiple parks, and assist in the development of the research center.
- Conduct a survey of current and potential museum collections, archives, records, and library resources of all appropriate sites, agencies, and partners to identify the amounts and locations of relevant materials. Determine spatial needs for collections storage, processing, research, and use for each site and agency. Continually refine these needs as more information on collections and archives is generated.
- Develop a research center plan that establishes a vision, missions and goals. Define partnership and client roles, functions, standard operating policies and procedures, and projections of future needs.
- Conduct a scoping process that addresses internal staff and program needs (for the NPS, WA state and OR state), and public and community involvement. Scoping sessions can be conducted simultaneously with internal scoping and public involvement, or separately as the need arises.

- Develop and cultivate relationships with local and national experts, government and community leaders, donors, and other clients to seek input and advice on all aspects of a research center. A completely open communication and “no surprises” approach will be highly effective at building trust and commitment. Document discussions in preparation of conducting a value analysis or choosing by advantage exercise, as well as other planning activities.



# Appendix A— Survey Results

## SECTION I

These questions will help us determine use patterns for museum, archives, and library collections. For the purpose of this survey, a “visit” to the collections also includes verbal, telephone and e-mail requests for information that would require the Collections Manager to find and communicate that information to you.

1. Do you use the park library? No (8) Yes (12)

If Yes, about how many times in the last year? 505 total (32 average)

2. Do you use the park collections/archives? No (12) Yes (14)

If Yes, about how many times in the last year? 355 total (30 average)

3. Do you use non-NPS libraries, collections or archives? No (10) Yes (14)

If Yes, about how many times in the last year? 225 total (17 average)

4. What parts of the park collections/archives do you use (check as many as apply):

| <u>Cultural Resource Collections</u>                               |       | <u>Natural Resource Collections</u>                             |       |
|--|-------|---|-------|
| <input type="checkbox"/> Historic Archives and Records (Non-NPS)   | (64%) | <input type="checkbox"/> Mammals and Birds                      | (29%) |
| <input type="checkbox"/> Park Cultural Resource Records            | (43%) | <input type="checkbox"/> Reptiles, Amphibians, Fishes           | (14%) |
| <input type="checkbox"/> Park Administrative Records               | (50%) | <input type="checkbox"/> Insects and Invertebrates              | (0%)  |
| <input type="checkbox"/> Photographs and Images                    | (79%) | <input type="checkbox"/> Herbarium / Plants                     | (43%) |
| <input type="checkbox"/> Archeological artifacts and materials     | (36%) | <input type="checkbox"/> Paleontological fossils and traces     | (7%)  |
| <input type="checkbox"/> Historic artifacts and objects            | (43%) | <input type="checkbox"/> Geological rocks, minerals, samples    | (14%) |
| <input type="checkbox"/> Ethnological & Native American Collection | (29%) | <input type="checkbox"/> Natural records, maps, images, reports | (57%) |

5. What are the primary reasons you use the collections (check as many as apply):

|   |       |  |       |
|---|-------|--|-------|
| <input type="checkbox"/> Address Internal NPS information needs   | (64%) | <input type="checkbox"/> Resource Management research        | (43%) |
| <input type="checkbox"/> Address Non-NPS information needs        | (50%) | <input type="checkbox"/> Maintenance/Repair Information      | (29%) |
| <input type="checkbox"/> Explore needs for new information (gaps) | (21%) | <input type="checkbox"/> Historic Structure Information      | (43%) |
| <input type="checkbox"/> Develop Interpretive Programs            | (36%) | <input type="checkbox"/> Information for planning/compliance | (36%) |
| <input type="checkbox"/> Develop Exhibits                         | (43%) | <input type="checkbox"/> Identification & comparison         | (29%) |
| <input type="checkbox"/> Develop Publications                     | (29%) | <input type="checkbox"/> Personal learning                   | (71%) |
| <input type="checkbox"/> Develop Inventory & Monitoring Programs  | (36%) | <input type="checkbox"/> Other (list): Inform Mgmt Decisions | (7%)  |

## SECTION II

We realize there might be many different reasons park staff may or may not make use of the museum, archives, or library collections in their work. Below are areas that may have problems and need improvements. Let us know where you think improvements are needed.

6. What improvements are most needed? (check as many as apply):

- A. Expand the collections to contain artifacts, specimens, or information that I need (19%)
- B. Combine collections with supporting archives and/or library references (19%)
- C. Relocate the collections to a location more accessible to my location (4%)
- D. Reorganize collections to make them more accessible (15%)
- E. Improve electronic access to museum collection data and object information (38%)
- F. Provide listings and finding aids of what is in the museum collection (50%)
- G. Provide on-line or remote access to databases (27%)
- H. Provide remote computer access to collections/archives (23%)
- I. Provide a work area (19%)
  - Wet lab (4%)       Table space (19%)       Other: (Dry Lab, 4%)
- J. Provide data access and a computer workstation. Other needs include:
  - Printer (8%)       Copy machine (8%)       Scanner (8%)       Other:
- K. Staff collection with at least one professional position (12%)
- L. Provide additional professional staff to assist collection users (19%)
- M. Provide additional professional staff to organize and work on collections (23%)
- N. Improve customer service provided by museum staff (23%)
- O. Increase hours the museum collections are open (27%)
- P. Improve the preservation and physical condition of the collections (15%)
- Q. Other (please list): (31%) Training and knowledge of what is available. Improve Library Access. Make Access easier for staff. With alarm system collection is not available. Communicate services available to new employees & public access requirements. Provide keys. Help me find out how to use it.

### SECTION III

In order to assure a well represented response from a cross section of park staff, we would appreciate a minimum amount of demographic information.

8. Number of years in the NPS total = **262** years, average = **12.5** years
9. Number of years at current park total = **193** years, average = **8.0** years
10. Number of years in current position total = **131** years, average = **5.7** years

11. Current work assignment:

Interpretation = **8**

Administration = **4**

Other = **6** : Bookstore, Bookstore, VIP, Front Desk, Sales, Superintendent

Resource Management = **4**

Maintenance = **1**

Ranger = **0**

12. Are you currently:

Permanent staff = **13**

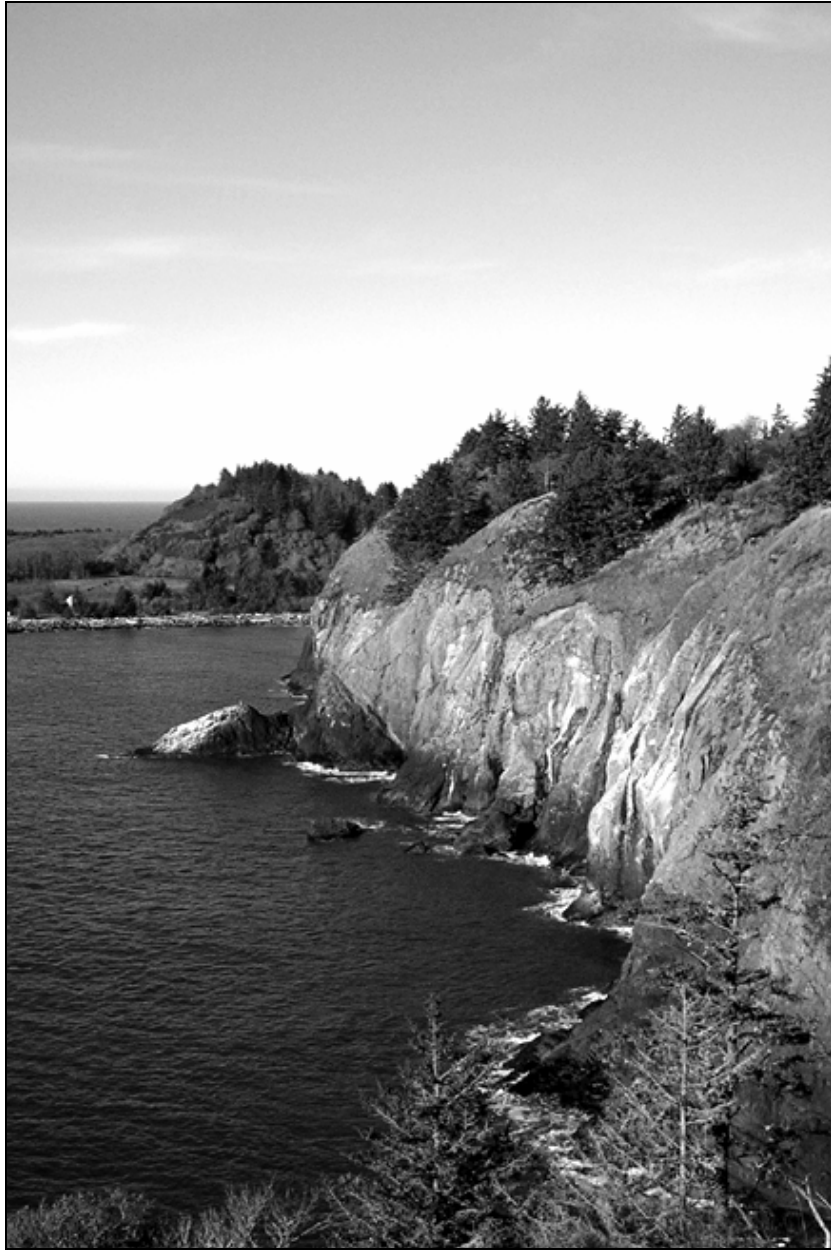
Cooperating association = **5**

Volunteer = **5**

Seasonal = **3**

Term/Temporary = **1**

Other = **0**



**Figure 8** Cape Disappointment

# Appendix B— NPS Records Management

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The underpinning philosophy and paradigm of records management within the National Park Service is being rethought in light of NPS best practices and continuing technological impacts on communications. The Department of the Interior (DOI) and NPS have identified the need for continuing management of park cultural and natural resources in two concepts: “Mission Critical Records,” as presented in *Director’s Order 19 (DO#19)* and “Resource Management Records,” as presented in the DOI and National Park Service museum management policies.

*DO#19* specifically identifies mission critical records as having the highest priority in records management activities. Mission critical records are all records documenting natural and cultural resources and their previous management. These records contain information crucial for the future management of the resources and include “general management plans and other major planning documents that record basic management and philosophies and policies, or that direct park management and activities for long periods of time.” Other examples of mission critical records include records that directly support the specific mission of a park unit and the overall mission of the National Park Service. These records are permanent records that will eventually become archival records. Therefore, *DO#19* dictates that these records should receive archival care as soon as practical in their life cycle.

Similar to that of mission critical records is the concept of “resource management records.” The DOI manual’s definition says that resource management records are “made or acquired by the federal government to record information on cultural and natural resources.” As described in the *Cultural Resource Management Guideline (NPS-28)*, resource management records document park resources and serve as key information for their continuing management. Accordingly, they are

classified as “library and museum materials made or acquired and preserved solely for reference or exhibition purposes.” Therefore, these materials are excluded from the National Archives’ definition of records.

However, in the last few years, the definition of resource management records has broadened beyond reference or exhibition materials. Many official records have also been designated as important for the long-term management of park cultural and natural resources. In the past, official records could not be added to a park’s museum or library collection. However, records generated by the planning process and compliance review actions of resource management are important official records that never reach an inactive status.

The past system of records management and disposition as promulgated in *NPS-19* focused on “official records” and “unofficial records.” Official records were original documents created or received by a park in the course of performing the daily business of the NPS. Unofficial records encompassed duplicate copies of official records and documents generated in association with a resource management project (e.g., archeological field notes). Non-official records were materials not created by a government agency, and included donated manuscripts (e.g., letters written by an eminent figure associated with the creation of a park), collections of personal papers, organizational records of non-governmental entities such as businesses or civic groups, and collections accrued by private individuals. Only unofficial and non-official records could be placed in a park’s museum collection, after evaluation against the park’s Scope of Collection Statement (SOCS) for retention, if appropriate. By law NARA has been responsible for the official records of the federal government, once the records are no longer actively needed and have reached their disposition date. Non-official records, such as manuscript collections, were not governed by the NPS Records Disposition Schedule and NARA and included in a park’s museum collection based upon its SOCS.

Under the new methodology, instead of a record’s importance being primarily dictated by its form (a signed original or a copy), a record’s primary importance is to be determined by the actual information it

carries. This philosophy divides records into “permanent” and “temporary;” copies are to be considered just copies and so are not addressed. Permanent records have continuing value to resource management. Temporary records have a limited use life in the operations of a park (or support office). There is also discussion of the notion of “permanently active” records, those materials needed for the long-term, ongoing management of park resources for the NPS to fulfill its agency mandate. The criteria for permanent and temporary also take into account the office of creation—a permanent record for one office, such as a regional office, may be temporary for a park because it is a distributed copy for general reference only. Temporary records are to be retained as long as indicated by the revised Records Retention Schedule. After their allotted retention time, temporary records may be disposed of by parks or retained longer if still needed.

Many of the disposition time frames outlined in *NPS-19* have been retained in the new *DO#19* retention schedule. This applies in particular to fiscal, routine administrative, law enforcement, forms covered under NARA General Records Schedule 20, and other daily operational materials. Permanent records may also be retained as long as actively needed for use and reference. Under the new *DO#19*, permanent records are to include land acquisition records, park planning documents, documents pertaining to cultural and resource management decisions and projects, and documents pertaining to the history of the administration and interpretation of a park.

The concept of resource management records has been broadened in *DO#19* from definitions in *NPS-19* that classified only associated project records as permanent, such as archeological field notes and natural history project data. Currently, the National Park Service Records Advisory Council (RAC) has suspended disposition of certain official records that may be important for parks to retain on-site. The new, broadened concept classifies as permanent a wide array of documents previously considered temporary (such as construction reports) because the subject of the document is a park resource or substantially impacts a park resource. Thus, for example, previously all contracts were considered temporary,

whereas the broadened definition of resource management records considers contracts on cultural resources (e.g., a historic building on the National Register of Historic Places) permanent.

Under the new NARA protocol, parks will have three avenues to choose among to provide accessibility to their inactive (no longer actively needed or in use) records before the records are permanently destroyed or retired to the National Archives. Under the new proposal, parks may still send inactive records to a NARA Federal Records Center for public access and storage following the current procedure, but now a fee will be charged by the Office of Management and Budget (\$3.28 per cubic foot as of Oct. 2000). This charge is currently being paid by WASO for all parks.

Parks can now arrange for storage at an off-site commercial repository, or to retain their own records on site. In both cases, professional archival parameters of preservation and access set by NARA must be met. These archival parameters include security, fire protection, appropriate storage techniques, climate controlled environment, and widely disseminated collection finding aids. Most if not all of these parameters are not met at the LEWI curatorial storage. Once the inactive records have reached their disposition date, records are to be destroyed or transferred to the National Archives for permanent storage. These new changes in records definitions and storage procedures will not be reflected in *DO#28 Cultural Resources Management Guideline* and the *Museum Handbook*, Part II, Appendix D, "Museum Archives and Manuscript Collections," until these documents are revised.

Records managers recommend parks establish comprehensive, stand-alone "project files" for resource management, major special events, park infrastructure and research projects, and that these project files not be assigned NPS file codes. These files should contain copies of finalized contract documents including substantive change orders and specifications, DI-1's, "as-builts" for finished construction projects, related project planning documents, and all documents illustrating all decisions made and why.



For research projects, project files should also include copies of all researcher field notes, laboratory notes and results, a copy of the final report and report drafts, and any other materials generated by the project in question. Thus, staff are assured that a full set of documents covering an entire project are gathered, in order of creation and project evolution, in one place. It also averts problems when some fiscal records are filed separately from other project materials, thus potentially losing critical data from a project's life history. These project files, upon completion of the project, should then be retired to the park's museum archives for long-term reference. The separation of routine administrative records from project records is recommended practice in the General Records Schedules as well. NARA expects that routine administrative records are temporary with short retention spans before destruction. Project records, on the other hand, are expected to have long retention periods, be permanent, and have potential (if not anticipated) archival value.

The *Museum Handbook*, Part II, Appendix D, "Museum Archives and Manuscript Collections," governing the creation and management of park archives and manuscript collections, does not reflect this paradigm shift. It reflects the guidelines of *NPS-19*, and states that non-official records, or only "associated project records," are eligible to be retained by a park for its museum collection archives. The new paradigm is also not reflected in *DO#28, Cultural Resources Management Guideline*. Both Appendix D and *DO#28* will be revised to reflect the changes in NARA policy and NPS records management upon their finalization.



# Appendix C— Long Range Interpretive Planning

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During the MMP team’s onsite visit, discussions occurred between interpretation and museum programs and their planning needs and opportunities. The following statement was developed by Lynne Nakata, Interpretive Specialist, PWRO-Oakland, which describes and justifies the need for a long range interpretive planning effort.

The Long Range Interpretive Plan describes the desired future for the park’s entire interpretive program and presents the actions the park will take to achieve it. This comprehensive approach to interpretive planning considers and encompasses the purpose and significance of the site, the park-wide interpretive themes and the desired experience for all people interested in the park resources and stories. It then selects a variety of interpretive methods and programs, both personal and non-personal (media), to effectively convey messages about the park’s purpose, significance, themes, and park issues to all visitors, on or off-site.

## **Statement of Need:**

**Lewis and Clark National Historical Park has had significant changes that have created the need to revisit the thematic base for park interpretation. These include significant boundary changes, the potential for new partnerships in the delivery of interpretive services, and the need to revise park interpretive operations.**

The expanded park needs a comprehensive interpretive plan that can guide the park and its partners in the effective, coordinated delivery of interpretive services in the region. The scope of LEWI should re-focus on the story of the Lewis and Clark expedition in the lower Columbia Basin.

Currently, LEWI, or the old Fort Clatsop National Memorial, has endeavored to tell the overall story of the Lewis and Clark expedition. Washington State Parks, at the Lewis and Clark Interpretive Center (across the river from Astoria), opened extensive new exhibits (over 7,000 sq ft) on the whole Lewis and Clark expedition. The National Park Service should not compete or replicate these efforts but rather expand on the story by focusing on the affects of the Lewis and Clark expedition in the lower Columbia region.

Throughout the Astoria region, existing organizations such as the Maritime Museum, Friends of the Astoria Column, Oregon State Parks, Washington State Parks, and the Chinook and Clatsop tribal organizations, have a vested ongoing interest in providing public programs and services. Most of these organizations are looking to the National Park Service for leadership and technical assistance in their future efforts. Interpretive planning involving all the partner agencies and organizations is a necessary first step in determining the overall “big” story; the resource base of the region; and how each partner/site can best tell different parts of the story for the public’s benefit.

LEWI must now determine new, broader interpretive themes for the expanded park that reflect the new resource base, such as going beyond the Lewis and Clark story to interpret military history of the region, Native American stories, natural history of the area, and modern settlements.

# Appendix D— Suggested Collections Access Policies

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National Park Service policy dictates that park-specific cultural and natural collections be available for educational and scholarly purposes. The NPS is also charged to manage these resources for optimum preservation. To minimize the potential impact on the archives and museum collections and to ensure basic security and preservation conditions, access must be documented, restricted, and monitored. The guidelines in this appendix are followed at [name of park] in order to provide supervised management of park-specific resources.

## Levels of Access to the Archives and Museum Collections

**All serious research—regardless of educational level—is encouraged.**

Providing different levels of access to collections is a standard curatorial philosophy underlying the policies of most major museums. Based on the information provided on the research application (included in this appendix), individuals will be provided access to different types of collections information or material depending on their needs and available staff time.

## Conditions for Access

- The research application must be completed; it will be used as a basis for determining the level of access necessary, and to maintain a record of use for statistical purposes.
- Level of access will be determined by the chief of natural and cultural resource management and/or the collections manager(s). Prior to allowing direct access to the archives and collections, alternatives such as access to exhibits, publications, photographs, and catalog data will be considered.

- Access will be made with the assistance of the curatorial staff, during regular staff working hours. A fee to cover the cost of staff overtime may be required for access outside of the normal working hours.
- Individuals provided access to archives and collections in nonpublic areas are required to sign in and out using the guest register.
- The *Guidelines for the Use of Archival and Museum Collections* will be followed by all individuals with access to the collections.
- While no user fee will be required for access to the archives or museum collections, the chief of natural and cultural resource management and the curatorial staff will determine what services may be reasonably offered and what charges may be required for services such as staff overtime, photography of specimens, or reproduction of documents.
- All photography of specimens and duplication of documents will take place on-site using the *Guidelines for Photography of Museum Collections and Duplication of Historic Documents*.
- A limited amount of space is available for researcher use of archives and museum collections. Researchers are required to check in all collections and remove all personal possessions each evening.
- [Name of park] reserves the right to request copies of notes made by researchers, and requires copies of research papers or publications resulting in whole or part from use of the collections.
- There may be legal considerations (such as the Native American Graves Protection and Repatriation Act, 1991) which allow or limit access to part of the archives and museum collections.

## **Access Policy Administration**

This statement of policies and procedures is public information, and is available upon request from the following:

Superintendent

[Name of park]

[Address of park]

Implementation of these policies and procedures has been delegated to the collections manager(s); however, the superintendent has the final authority to grant access to the archives and museum collections.

The evaluation of requests should consider the motives of the researcher, the projected length of the project, the demands upon the available space, staff, and collections, and the possible benefits of the research project. Access may be denied if thought not to be in the best interests of the resources, the park, or the National Park Service. It is expected that the chief of natural and cultural resources management will make these decisions in consultation with the collections manager(s).

With increased attention and use, the archives and collections will require increased monitoring to provide security, to detect developing preservation problems, and to facilitate prompt treatment. Regular inventory of the most heavily used portions of the archives and museum collections will be required to ascertain object location and condition.

# Research Application for Museum Collections and Historic Documents

[Name of Park]

Name \_\_\_\_\_ Telephone Number (\_\_\_\_\_) \_\_\_\_\_

Institution/Organization \_\_\_\_\_

Address \_\_\_\_\_

Date you wish to visit \_\_\_\_\_

(An alternate date might be necessary due to staffing limitations.)

Have you previously conducted research in the park's museum collection? Yes\_\_\_ No\_\_\_

Research topic and materials you wish to see  
\_\_\_\_\_

## Indicate which activities you wish to do

- |  |  |
|--|--|
| <input type="checkbox"/> Consult catalog cards   | <input type="checkbox"/> Consult archeological records |
| <input type="checkbox"/> View objects in storage | <input type="checkbox"/> Study objects in storage      |
| <input type="checkbox"/> Draw objects            | <input type="checkbox"/> Consult historic documents    |
| <input type="checkbox"/> Other _____             |  |

## Purpose of your research

- |   |                                       |
|---|---------------------------------------|
| <input type="checkbox"/> Book                                       | <input type="checkbox"/> Article      |
| <input type="checkbox"/> Lecture/conference paper                   | <input type="checkbox"/> Term paper   |
| <input type="checkbox"/> Thesis                                     | <input type="checkbox"/> Dissertation |
| <input type="checkbox"/> Exhibit                                    | <input type="checkbox"/> Project      |
| <input type="checkbox"/> Identify/compare with other material       |                                       |
| <input type="checkbox"/> Other commercial use or distribution _____ |                                       |
| <input type="checkbox"/> Other _____                                |                                       |

I have read the Museum Collection Access and Use/Research Policies and Procedures and agree to abide by it and all rules and regulations of [name of park]. I agree to exercise all due care in handling any object in the museum collection and assume full responsibility for any damage, accidental or otherwise, which I might inflict upon any museum property. Violation of National Park Service rules and regulations may forfeit research privileges.

Signature \_\_\_\_\_

Date \_\_\_\_\_

**Please return to:** Curator, [Name of park], National Park Service, [Address of park]

(reverse side: Research Application)



National Park Service Use Only

**Identification (provide at least one)**

Institutional ID \_\_\_\_\_

Driver's License Number \_\_\_\_\_

**Research Topic**

\_\_\_\_\_  
\_\_\_\_\_

**Location of Research (check one)**

Curatorial Office

Storage

Exhibit Area

Others \_\_\_\_\_

# Museum Objects Reviewed by the Researcher

[Name of Park]

| Park | Catalog | Object Name | Location | Accession | Acronym | Number |
|------|---------|-------------|----------|-----------|---------|--------|
|      |         |             |          |           |         |        |
|      |         |             |          |           |         |        |
|      |         |             |          |           |         |        |
|      |         |             |          |           |         |        |
|      |         |             |          |           |         |        |
|      |         |             |          |           |         |        |
|      |         |             |          |           |         |        |

Approved by:

Name \_\_\_\_\_

Title \_\_\_\_\_

Date \_\_\_\_\_

# Guidelines for the Use of Archival and Museum Collections

## [Name of Park]

The guidelines provided here are followed at [name of park] regarding use of the park's museum collections and archives. It should be noted that these resources are separate from the park's library, which is managed by the Division of Interpretation.

It is the policy of the National Park Service that its museum collections and archival resources be available for educational and scholarly purposes. The NPS is also charged with managing these resources for optimum preservation. To minimize impact on these collections, it is necessary to regulate access to the materials.

Copies of the research application and the full text of the *Guidelines for the Use of Archival and Museum Collections* are available to the public, upon request from:

Superintendent,  
[Name of park]  
[Address of park]

## Availability

The museum collections and archives are open Monday through Friday, from 8:00 A.M. to 4:30 P.M. Park staff should contact the park collections manager(s) for assistance with access. The museum collections and archives are "non-lending," and the materials will remain in the building.

Non-staff users must complete a research application (included in this appendix) prior to accessing information or materials to ensure that assistance is available upon arrival. Access will not normally be granted on weekends. All materials must stay within the study areas provided within the collection management facility. The size and location of these areas may vary according to the time of year, requests from other

researchers, and staff available. The researcher may bring only those materials needed for research into the assigned study area.

## Registration

The Guest Register, used to record access to museum and archival collections, must be signed when the collections are used by staff or non-staff members. Non-staff researchers are required to complete a Research Application (included with this policy). These forms will be retained indefinitely for statistical analysis and as a permanent record of collections use. A new application is required for each research project, and must be renewed each calendar year.

As part of the registration process, the researcher will be given a copy of these procedures to review and sign, thereby indicating his/her agreement to abide by them.

## Use of Archival Records and Manuscripts

Many of the park administrative records, archeological records, and other historic reference material have been copied onto microfiche, and a reader/printer is available for limited research use by the public. Where microfiche is available, it will be used for research requests. Only in the most extraordinary circumstances will original documents be used when microfiche is available.

When microfiche is *not* available, the archives user should follow these procedures to ensure careful handling of all materials:

- Remove only one folder from a box at a time. Do not remove or alter the arrangement of materials in the folders.
- Maintain the exact order of materials in a folder, as well as folders within a box. If a mistake in arrangement is discovered, please bring it to the attention of museum staff. Do not rearrange material yourself.
- Do not erase existing marks on documents and do not add any additional marks.
- Do not lean on, write on, trace, fold, or handle materials in any way that may damage them.

- Use only pencils for note-taking. The use of pens of any kind is prohibited. Typewriters and computers may be used for note-taking if provided by the researcher.

## **Duplication**

The park will consider requests for limited reproduction of materials when it can be done without injury to the records and when it does not violate donor agreements or copyright restrictions. Depending on the number of copies requested, there may be a charge for photocopying. Fragile documents and bound volumes will not be photocopied. All photocopying of archival material is to be done by the museum staff.

## **Copyrights and Citations**

The revised copyright law, which took effect in 1978, provides protection for unpublished material for the life of the author, plus 70 years. In addition, all unpublished material created prior to 1978, except that in the public domain, is protected at least through the year 2002. Permission to duplicate does not constitute permission to publish. The researcher accepts full legal responsibility for observing the copyright law, as well as the laws of defamation, privacy, and publicity rights.

Information obtained from the park museum collections and archives must be properly cited, in both publications and unpublished papers. The citation should read:

“(Object name and catalog #) in the collection of [name of park].  
Photograph courtesy of the National Park Service.”

## **Restrictions on Use**

The use of certain materials may be restricted by statute, by the creator, or by the donor. For the protection of its collections, the park also reserves the right to restrict access to material that is not fully processed, or is exceptionally valuable or fragile, and to information that may be restricted or confidential in nature.

## **Responding to Off-Site Reference Inquiries**

It is the responsibility of the park curatorial staff to attempt to answer inquiries received by letter or telephone within at least 20 days from the date of receipt. Clearly, the extent to which this reference service is undertaken will depend upon availability of staff time and the nature of the question. The receipt of written inquiries will be acknowledged by telephone if a full response cannot be provided promptly. The staff must set time limits for answering research questions, so researchers are encouraged to use the collections in person.

A record of all research inquiries will be maintained. Such a record is useful for security and for compiling statistics on research use of the collection. Use of the collections by park staff will be included in these statistics.

# Guidelines for Handling Museum Collections

**Handling museum collections may be hazardous. Follow the guidelines provided here to ensure safe handling.**

Archeological collections can contain broken glass and rusty metal objects with sharp edges. Historic material may retain chemical or biological contamination. Natural history collections contain chemical preservatives and possible biological contamination. Archival collections may be contaminated with mold, insects, and vermin droppings, or may contain asbestos or cellulose nitrate film.

- Use caution in handling collections, and wear gloves when requested to do so.
- Curatorial personnel will retrieve and replace material for anyone using the collections. Direct access to material may be restricted if the object is very fragile.
- Do not remove materials from storage packaging without the permission and assistance of the curatorial staff. The packaging is necessary to prevent damage and deterioration of the specimen, and to protect the researcher from potential injury.
- Always handle objects with clean hands. Use white cotton gloves when handling metal, photographs, paper, and leather objects; washed white duck gardener's gloves may be required for heavy objects.
- Do **not** use white cotton gloves when handling glass or other objects with slippery surfaces, very heavy objects, or items with friable or brittle surfaces.
- Do not pick up anything before you have a place to put it down and your path to this place is clear.
- Look over an artifact before lifting it to see how it is stored and to observe any peculiarities of its construction, fragility, etc. If an object is made in separable sections, take it apart before moving it. Do not attempt to carry heavy or awkward objects alone. Never carry more than one object at a time, and be particularly careful with long objects.
- Except for small items, always grasp an object with two hands, and grasp the largest part or body of the object. Slide one hand under fragile items as you lift them.

- If an artifact has a weak or damaged area, place or store it with that area visible.

## Special Objects

- Mounted herbarium specimens should be laid on a flat surface and the folder cover and specimens handled gently, taking care not to bend the sheets or touch the actual specimen.
- Pinned insect specimens should be handled as little as possible, and then handled by the pin. Avoid bumping and strong drafts when handling these specimens.
- Skulls and skeletons should be kept in their jars or containers while examining.
- Ceramics and baskets should be supported from the bottom, never lifted by the rim or handles.
- Photographs, transparencies and negatives should be handled by the edges, and should remain in protective mylar sleeves whenever possible. White gloves should always be used when handling photographs.
- Unrolled textiles should be broadly supported from underneath rather than by holding from the edge.

## Reporting Damage

Please report any damage you observe or cause to specimens.

## Behavior

- Food, beverages, smoking, and pets are not allowed in the storage or study areas.
- Staff members are responsible for the behavior of any person accompanying them into the collections.
- Children under six years of age must be accompanied by an adult and physically controlled at all times. Other minors must be under the direct supervision of an accompanying adult at all times.

I have read and understand the above policy.

Name \_\_\_\_\_ Date \_\_\_\_\_



# Guidelines for Photography of Collections and Duplication of Historic Documents

## [NAME OF PARK]

This policy documents appropriate procedures for providing photographs of [name of park] National Park museum collections, and for duplicating original historic photographs and documents. The policy is intended to prevent damage or loss through mishandling or exposure to detrimental environmental conditions.

### Duplicate Photographs of Museum Collections

There are many possible uses for photographs of the items in museum collections, the most common being exhibits, publication, and research. It is the policy of the National Park Service to encourage the use of NPS collections in these legitimate ventures and to make photographs of museum collections available within reasonable limitations.

Photography involves exposing often fragile museum objects to potential damage or loss from handling and exposure to heat and light. The NPS minimizes this potential damage by photographing items as few times as possible. To accomplish this, the park will develop a reference collection of object photographs that will be available for public use. A minimal fee may be required for copies of the photographs.

In order to provide this service, and to build the necessary reference collection, the following procedures will be followed:

- Requests for photographs of items in the museum collections will be submitted to the park curator, who will establish any necessary priority for the work. Requests should be made on copies of the attached form.
- Requested items that do not have copy negatives will be photographed based on these priorities. A cost recovery charge for photography and processing may be required.
- Photography will be done at the park, under park control, to preclude the possibility of artifact damage or loss. The resulting photographic negatives and their copyrights belong to the National Park Service.

- Once an object has been photographed, the negative will be maintained at the park to fill future requests for photographs of that objects. A minimal cost recovery charge through the Park Association maybe required for prints.

## **Duplication of Historic Photographs and Documents**

All historic photographic processes and document types are subject to rapid deterioration from exposure to visible light and are very susceptible to damage from handling. Handling is often disastrous to these materials and causes damage such as tears, cracks, abrasions, fingerprints and stains. Handling also subjects historic photographs and documents to frequent fluctuations in temperature and humidity.

To prevent further deterioration, copies will be made of all historic photographs and documents, with the copy replacing the originals as the primary item for research and use. The original material will remain in storage, for the most part, as primary source material.

Increased requests for access to and copies of historic photographs and documents will require the following procedures to establish priorities for the duplication work:

- Requests for duplicate historic photographs and documents are submitted to the park collections manager who will establish any necessary priority for copy work.
- Requested items that do not presently have copy negatives will be duplicated based on these priorities. The originals must be accessioned and cataloged into the park collection. A cost recovery charge for duplication may be requested.
- Duplication will be done at the park, or under park control, to preclude possibilities of loss or damage of the originals.
- Once the photographs have been duplicated, copy prints and modern negatives of the originals will be maintained and used for intellectual access and for further duplication. Microfiche copies of historic documents will also be maintained and will be available for use. A cost recovery charge may be required for copy prints.

The park will provide the sufficient quality duplication necessary to fulfill all the normal requirements for suitable reproduction. Outside individuals or organizations that request use of the images will be required to use only those copies provided by the park; and they will be obligated to acknowledge NPS credit if the photographs are published or exhibited to the public. By law, users must also credit the photographer, if known.

# Request for Photographs of Items from the Museum Collections

[Name of Park]

| Catalog # | Object Name | B&W/Color | Size | Finish |
|-----------|-------------|-----------|------|--------|
|           |             |           |      |        |
|           |             |           |      |        |
|           |             |           |      |        |
|           |             |           |      |        |
|           |             |           |      |        |
|           |             |           |      |        |
|           |             |           |      |        |
|           |             |           |      |        |
|           |             |           |      |        |

The undersigned agrees to provide the following credit statement for all publication use:

"(object name and catalog #) in the collection of [name of park]. Photograph courtesy of the National Park Service."

Signature \_\_\_\_\_

Date \_\_\_\_\_

# Appendix E— Transfer of Resource Management Field Records to Museum Archives

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## Suggested Standard Operating Procedure

The purpose of this SOP is to aid park staff in accomplishing their responsibilities according to *DO#77 (Natural Resources Management Guideline)*, *DO#28 (Cultural Resources Management Guideline)*, *DM 411 (DOI Property Management Regulations)*, *DO#19 (Records Management Guideline)*, 36 CFR 2.9, and legislation associated with archiving resource management records.

The [name of park's] Museum Management Plan documents the need for guidelines on the management of archival material. Recommendations include retention of reports of archeological, historical, architectural, and other scientific research conducted within and for the park.

The parks' archives include many unique information resources that need professional organization and arrangement to promote their most efficient use. Park resource management staffs generate records on a daily basis that should be considered for inclusion in the park archives. Staff is creating data sets, photographs, maps, and field notebooks that future generations will need to access to research the history of cultural and natural resource projects at the parks.

Park staff are involved in capturing fire monitoring data, plant collections, air quality research, and a host of ethnographic and archeological research. Preserving the corporate knowledge of each of these individual activities depends ultimately upon the archival process. The organizing thread, then, should be the project itself.

## Archeological Records

Government-wide regulations for the curation and care of federal archeological collections required by the National Historic Preservation Act (NHPA), the Reservoir Salvage Act, and the Archeological Resources Protection Act (ARPA) were issued in 1990 as "Curation of Federally Owned and Administered Archaeological Collections" (36 CFR 79). These regulations establish procedures and guidelines to manage and preserve collections. They also include terms and conditions for federal agencies to include in contracts and cooperative agreements with non-federal repositories. This document covers excavations done under the authority or in connection with federal agencies, laws, and permits (Antiquities Act, Reservoir Salvage Act, Section 110 of NHPA, ARPA). It also applies to the collections and the generated data, or associated records and is applicable to both new and preexisting collections

Associated records are defined as "Original records (or copies thereof) that are prepared, assembled and document efforts to locate, evaluate, record, study, preserve or recover a prehistoric or historic resource. Some records such as field notes, artifact inventories, and oral histories may be originals that are prepared as a result of the fieldwork, analysis and report preparation. Other records such as deeds, survey plats, historical maps, and diaries may be copies of original public or archival documents that are assembled and studied as a result of historical research (36 CFR Part 79.4.a.2)."

These guidelines are provided so future materials can be processed and included in the collection in a systematic fashion. Staff may also use this procedure for materials already in their possession in preparation for the materials being accessioned or registered by the archivist under the park museum collection accountability system, the National Park Service Automated National Cataloging System (ANCS+). Accessioning is the preliminary step in identifying collections that will later be cataloged and processed to NPS archival standards. Eventually, finding aids are created to enable staff and researchers to easily access information in the collection archives.

Staff cooperation in carrying out this SOP will greatly accelerate the rate at which materials are processed. Subject matter specialists involved in the creation of these materials carry the greater knowledge about these collections. The quality of the final product will depend upon the quality of staff involvement in the process of identifying the exact nature of archival materials.

## **Checklist for Preparing Field Documentation**

- 1) Obtain an accession number from the park curator at the commencement of all new field projects.
- 2) Label ALL materials with the project accession number. Use a soft lead pencil for marking documents or files and a Mylar marking pen for Mylar enclosures such as slide, print or negative sleeves.
- 3) Materials must be arranged by material type such as field notes, reports, maps, correspondence, photographs, etc. Each group of materials should be stored in individual folders or acceptable archival enclosures.
- 4) Resource management staff is responsible for turning over all project documentation to the park curator upon completion of a project. In the interest of preserving institutional knowledge, leave collections in their original order. Original order means the organization system created by the originator of a document collection. Resist the urge to take important documents from these collections. If something is needed for future use, copy it or request that the curator make a copy. After copying, replace the document or photo where it was found. Much information about past projects has been lost because collections has been picked apart. Remember these materials will always be available. That is the whole point behind establishing archives.
- 5) When the archival documentation is transferred to the park museum, the form below should be provided. This form includes the project title, principal investigator, date of project and a history of the project. The name of the individual who obtained the accession number should also be listed. The type and quantity of documentation would be included as well, such as maps (13), field notes (4 notebooks), Correspondence (3 files).

Use one copy of the attached Project Identification Sheet for each project.

# Project Identification Sheet

Accession No: LEWI-\_\_\_\_\_ (Assigned only by Curator)

Your name, title, office: \_\_\_\_\_

Project Title \_\_\_\_\_

Principle Investigator and position at NEPE during project. Please list staff who might have aided in the project implementation.

\_\_\_\_\_

Researcher's office location and extension, or current address, occupation, and employer or contact number.

\_\_\_\_\_

Type and quantity of materials in collection(s) (specimens, papers, files, reports, data, maps, photo prints/negatives/slides, computer media - format/software?) Condition. (i.e. infested, torn, broken, good) Attach additional paper if necessary.

\_\_\_\_\_

Scope of Project:

Is this collection part of an ongoing project to be updated annually? Yes \_\_\_\_ No \_\_\_\_

Research goals or project purpose and published or in-house reports to which collection relates

\_\_\_\_\_

\_\_\_\_\_

Abstract of collection content. Keywords referring to geographical locations, processes, data types, associated projects. Indicate whether specimens/objects were collected. Attach additional paper if necessary.

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_



# Planning for the Curation of Resource Management Records

## Records in the Field

Anticipate the kinds of documents that will be needed in the field to record data and use archival materials to produce them (e.g., field excavation forms, field notes, photographic logs, transit data, maps, level records, and videotape). Use archival quality materials in the field. This can reduce the cost of copying information onto archival quality media later. Remember that documentation on electronic media alone is not sufficient because of the lack of long-term stability of these media and their contents.

The records created in the field, as well as in the lab, are vulnerable to insects, vermin, mold, humidity, light, temperature changes, and mishandling. They are also vulnerable to a variety of environmental threats, such as roof leaks, flooding, fire, and asbestos problems, and to theft or other malicious action. The following are a number of general recommendations to follow in the field and lab in order to promote the long-term preservation and viability of the great variety of records created:

- Use appropriate long-lived media for all record types.
- Use permanent and archival stock in paper, ink, lead pencil, folders, and boxes.
- Inspect and redo damaged or inadequate records.
- Label everything, or their containers.
- Use appropriate storage for all media in the field in order to protect them from poor environmental conditions and threat of fire or theft.
- Carefully consider existing guidelines and equipment for digital and audiovisual media, make sure backup copies and hard copy printouts exist, and migrate data to updated software on a regular schedule.
- Ensure that project information and data is captured by appropriately knowledgeable staff.
- Paper records

A number of conservation principles should also be considered for each of the primary types of media used for associated records.

- Use high alpha cellulose, lignin free, acid-free paper, especially for field notebooks, and standardized forms.
- Record information using archival (permanent carbon) inks or #4 (HH) pencils.
- Protect paper from water and humidity, and minimize its exposure to light.
- Try not to fold or roll paper.
- Store papers in archival folders in polyethylene boxes.

## **Photographs**

- Protect all photographic materials (e.g., film, prints, slides, negatives, and transparencies) from heat, rain, and wind. Store them in archival folders in polyethylene boxes.
- Maintain a log of all photographic images.
- Only handle photos along their edges. Do not touch the image with bare fingers.
- Do not use paper or plastic clips, rubber bands, pressure sensitive tape, adhesive or pressure sensitive labels, or Post-it® notes directly on photographs.
- Do not put photographic materials, except unused film, in cold storage without reformatting them for access and duplication.

## **Magnetic Records**

- Protect all magnetic materials (e.g., audio tapes, video tapes) from heat, dust, and dirt.
- Consider the equipment required to play the audiovisual material and the longevity of that equipment.
- Label all records in a permanent, carbon-based ink.
- Store the records in their cases in polyethylene boxes.

## **Cartographic and Oversized Records**

- Oversized records should be stored flat in folders, preferably in map cases. Do not roll or fold.
- Protect paper from water and minimize its exposure to light.

- During storage and use, protect oversized records from tears and rips. Do not use tape to repair tears.
- Label the oversized folders in permanent, carbon-based ink.

### **Digital Records and Data**

- Produce your master records in uncompressed TIFF format, if possible. Avoid using proprietary file formats or lossy compression.
- Protect all digital records from heat, dust, dirt, and ultraviolet radiation.
- Choose a storage medium that is considered a standard. Research its longevity.
- Keep digital records away from magnetic or electric fields that are created by old telephones, static, and field and lab equipment such as magnetometers and 12-volt transformers. Computer diskettes can be partially or completely erased by such exposure.
- Label the records in permanent, carbon-based ink.

# **Attachment A: Five Phases of Managing Archival Collections**

(From “Museum Archives and Manuscript Collections,” *NPS Museum Handbook*, Part II, Appendix D)

## **Phase 1: Gain Preliminary Control over the Park Records**

Survey and describe collections; identify official/non-official records; appraise collections and check them against the Scope of Collection Statement (SOCS); accession collections; order supplies.

## **Phase 2: Preserve the Park Collections**

Conduct the Collection Condition Survey; write treatment or reformatting recommendations; contract to conserve or reformat; re-house; prepare storage, work, and reading room spaces.

## **Phase 3: Arrange and Describe the Park Collections**

Arrange collections; create folder lists; edit and index folder lists; update collection-level survey description; produce finding aids; catalog collections into the Automated National Catalog System (ANCS+).

## **Phase 4: Refine the Archival Processing**

Locate resources; prepare processing plan and documentation strategy; develop a guide to collections; publicize collections.

## **Phase 5: Provide Access to Park Collections**

Review restrictions; write access and usage policies; provide reference service.

## Attachment B: Sample Archival and Manuscript Collections Survey Form

(From “Museum Archives and Manuscript Collections,” *NPS Museum Handbook*, Part II, Appendix D), US Department of the Interior, National Park Service

**COLLECTION TITLE** (Creator/Format/Alternate Names/Accession/Catalog #s): Asa Thomas Papers DRTO-00008

**DATES** (Inclusive & Bulk): 1850-1925; bulk 1860-69

**PROVENANCE** (Creator/Function/Ownership and Usage History/Related Collections/Language): Asa Thomas (1830-1930) an American engineer, inventor, and explorer specializing in hydraulics created this collection as a record of his life, family, and employment history. Captions on some photos are in Spanish. Note: Must locate a biography of Thomas for the Collection-Level Survey Description. Check the *Who's Who in Science*. This collection was given by Thomas's third wife, Eva Bebernick Thomas, to their son, Martin Thomas in 1930. Martin Thomas left it to his only daughter Susan Brabb, who gave it to the park in 1976.

**PHYSICAL DESCRIPTION** (Linear feet/Item count/Processes/Formats/Genres): 45 linear feet of papers including 15 diaries (1850-1925), 63 albums and scrapbooks, 10 lf of correspondence, and 2,000 blueprints.

**SUBJECTS** (Personal / Group / Taxonomic / Place Names / Eras / Activities / Events / Objects / Structures / Genres): This collection documents the life, family, inventions, instructions, and professional activities of Asa Thomas including engineering projects in the Dry Tortugas, the 1873 world tour, and hydraulic pump inventions.

**ARRANGEMENT** (Series/Principle of Arrangement/Finding Aid): Into four series by type of document: correspondence, diaries, albums and scrapbooks, and blueprints.

**RESTRICTIONS (Check and Describe)** Donor \_\_\_\_\_

Privacy/Publicity \_\_\_\_\_

Copyright  Libel \_\_\_\_\_ No Release Forms \_\_\_\_\_ Archeological,  
Cave, or Well Site \_\_\_\_\_ Endangered Species Site \_\_\_\_\_ Sensitive \_\_\_\_\_  
Classified \_\_\_\_\_

Fragile \_\_\_\_\_ Health Hazard \_\_\_\_\_ Other \_\_\_\_\_ The donor, A. Thomas's  
son Marvin, did not donate all copyrights. The papers are unpublished.  
Some inventions are patented.

**LOCATIONS** Building(s), Room(s), Walls(s), Shelf Unit(s), Position(s),  
Box(es):

B6 R5 W2 S1-3, B1-40

**EVALUATION (Check and Describe Status)** Official Records \_\_\_\_\_

Non-Official Records \_\_\_\_\_

Fits Park SOCS \_\_\_\_\_ Outside SOCS \_\_\_\_\_ (Rate Collection Value:  
1=Low; 3=Average; 6=High) Informational 6 Artifactual 6  
Associational 6 Evidential 3 Administrative 3 Monetary  
1

**CONDITION (Check and Describe)** Excellent \_\_\_\_\_ Good  Fair

\_\_\_\_\_

Poor \_\_\_\_\_ Mold \_\_\_\_\_ Rodents \_\_\_\_\_ Insects \_\_\_\_\_ Nitrate \_\_\_\_\_ Asbestos  
\_\_\_\_\_ Water Damage  Other

**OTHER (Please Describe)**

\_\_\_\_\_  
\_\_\_\_\_

# Appendix F— Suggested Library Operating Policy

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## Introduction

The libraries at [name of park] are an essential resource that enables staff to carry out the park's mandate. The operating policies establish guidelines and standards for developing and operating the libraries, and provide stability, continuity, and efficiency in their operation. The policies are intended to guide and support decisions of the library manager and to inform park staff and other users of the library's objectives. Operating policies will be reviewed and updated by park staff every two years and be approved by the superintendent, unless policy changes require action sooner.

## Objective

The primary objective of the [name of park] libraries is to select, preserve, and make available material that assists park staff and site-related researchers in their work. Primary emphasis will be the support of interpretive services to park visitors.

## Responsibility

Implementation of this policy is the responsibility of the library manager. This person will be designated by the superintendent and will be responsible for compiling a list of desired acquisitions, promptly adding new library items to the collection, shelving materials, ensuring that material is returned in proper condition, accounting for the collection, and maintaining catalog materials in computerized and physical form.

## Scope of Collection

The collection consists of books, periodicals, microfilm, videotape, maps, photographs, and a vertical research file. These materials cover [emphasis of the park], park mandate and development, and NPS material.

Materials in the library will pertain to the following:

[List areas of interest to the park, including cultural and natural resource management, law enforcement, maintenance, administration, and interpretation].

## **Selection Guidelines and Procedures**

The Division of Interpretation and Education and the Division of Natural and Cultural Resources will use the following criteria in selecting materials for the library:

- Importance of the subject matter to the collection
- Authenticity and accuracy
- Permanent value and/or historic potential
- Author's reputation
- Publisher's reputation and standards
- Readability
- Price
- Availability in nearby libraries

The library manager will compile a list of desired acquisitions in August of each year. Input from all staff will be considered. Copies will be forwarded to the superintendent and team leaders for budget and reference purposes.

### **Microfilm**

The microfilm collection will include materials unavailable or prohibitively expensive in their original form.

### **Periodicals**

In addition to general library selection criteria, periodical selections will consider the following:

- Periodicals must supplement the collection as an additional and current source of information.
- Periodicals must occasionally or regularly publish popular articles, or historic articles of use or interest to the park staff.



# Operating Guidelines

## Loan Privileges

Borrowing privileges are extended to all NPS employees and volunteers at the park. There is a 30-day limit on individual loans. The 30-day loan period can be extended at the discretion of the park library manager. The library manager is responsible for reviewing the card files no less than once a month and contacting staff with overdue materials. No more than three items may be checked out at one time.

At the discretion of the park library manager or the chief of natural and cultural resources management, library privileges may be extended to the following:

- NPS employees from other areas.
- Contractors conducting research in the park.
- Researchers with valid research needs at all levels.
- Other users who will benefit the park and not interfere with normal operations.

Non-NPS library use will be restricted to on-site use. The superintendent may make exceptions. Use of the library by non-park staff will be by appointment with the park library manager. Use will be supervised; users will sign in and check out. The library will maintain an attendance log of non-park users.

Returned materials are to be placed in the “Return” box. The park library manager is responsible for re-shelving and re-filing materials. No other person should re-shelve books. Materials should be re-shelved at least on a biweekly basis.

## Damage and Loss Policy

Borrowers will replace lost or seriously damaged materials and, if materials are not immediately available, reimburse the park with the cost of replacement. If materials are not replaced or compensated for within a period of 90 days, a bill of collection will be issued for the estimated market value of the materials.

Abuse of library materials and privileges will result in the loss of library privileges.

## **Vertical File**

The library will maintain a vertical file. This file contains information about the park, photocopied material not suitable for cataloging into the regular collection, pamphlets, articles, and personal accounts from diaries, journals, letters, and newspaper clippings. Materials in this file will be cataloged into a vertical file index, which the park library manager will maintain. This file will be updated yearly in January.

## **Paperbacks**

Paperbacks will be acquired for the following reasons:

- Title is not available in hardcover.
- Substantial price difference exists.
- Subject is estimated to be of current interest only.

## **Duplicates**

Duplicate copies of heavily used materials will be acquired when needed.

## **Replacement**

After all reasonable efforts have been made to recover lost or stolen books, replacement will be attempted if there is a demand and/or the item meets selection criteria. If possible, a replacement should be purchased by the individual to whom the lost book was loaned.

## **Gifts**

Gifts of materials that meet the selection criteria may be accepted with the understanding that:

- The park retains the right to keep, use, or dispose of them as deemed appropriate by the superintendent.
- The materials will be integrated into the regular collection.

Park staff will give no appraisals for tax purposes, but the park library manager may assist in the following ways:

- Suggest sources of such information, such as dealers' catalogs
- Provide a receipt describing the donated items but not assigning a value to them.

## **Controlled Access Collection**

A locked cabinet will be maintained in the library with rare and fragile materials. Items will be considered for inclusion in this cabinet if they:

- Are virtually irreplaceable.
- Have a monetary value over seventy-five (\$75.00) dollars.
- Have particular historic interest to the park.
- Have unusual attractiveness or interest.
- Are in fragile or delicate condition.

Materials from this collection will be loaned only at the discretion of the superintendent. Titles will be noted in the catalog as being in the cabinet. A separate list of these materials will be maintained in the cabinet.

## **Exhibited Materials**

The library manager will compile and maintain a list of all books, periodicals, and maps that are used as furnishings and are not part of the library. The list will be kept in the controlled access area.

## **Interlibrary Loan**

Interlibrary loans will be made only through the [\[name of regional library or support office\]](#). Loans will be made of non-sensitive materials only, and the concurrence of the park library manager is required. The log of loaned materials will be kept.

## **Vertical File Policy**

Items in the vertical file may be checked out in the same manner as books unless they are specifically marked to the contrary. When borrowing a vertical file, the entire folder must be taken and all materials returned to the re-shelving area.

## **Photocopying**

Photocopying of materials is permitted except in the following situations:

- Materials could be damaged due to flattening the binding or exposure to light.
- Materials are marked “Do Not Copy.”

Material photocopied for use outside the park must be labeled as follows:

NOTICE:

Copyright law found in Title 17, U.S. Code  
may protect this material.

## Adding New Publications

The Library of Congress Cataloging System (LCS) is used at [name of park]. The following steps will be taken when new publications are added to the system:

1. The Administration Office will receive new books and attend to all invoice matters.
2. The new books will then go to the library manager.
3. The library manager will photocopy the title page and the reverse page, and forward the copy to the [name of regional library or support office]. The library staff will catalog the book, add it to the card catalog, and prepare labels for the book.
4. The library manager will prepare an accession record for the book consisting of date received, cost, source of acquisition, and condition.
5. While books are being added to the catalog, they will be placed in the controlled access area; they can be used in the library only with the permission of the library manager.
6. The library manager will prepare a monthly memo for the park staff, listing the new additions and providing the title, author, and a short summary.
7. When cataloging is completed and labels arrive, the library manager will affix labels, pocket, and checkout card to the publication.
8. Books will then be shelved according to their LCS number.
9. Every four months the library manager will update the park's computerized catalog with the most current copy from the [name of regional library or support office] library. At this time, hard copies of the author, title, and subject listings will be added to the library reference area.

## Excluded Publications

With the exception of the categories listed below, all books purchased with NPS or cooperating association funds will be accessioned and

cataloged into the park library in a timely manner. Excepted categories include the following:

- Dictionaries, thesauruses, word finders, usage guides, or similar reference guides
- Other books regularly needed by employees to carry out their day-to-day duties, such as safety manuals, fire codes, regulations, laws, museum manuals, and public health manuals
- Annual publications, such as almanacs, price books, catalogs, and zip code guides
- Publications purchased as part of an approved training program
- Books in the excepted category may be included in the collection at the discretion of the library manager.

## **Inventories**

The library will be inventoried annually in October. An up-to-date shelf list will be acquired from the [name of regional library or support office]; the library manager will match the shelf list with current holdings and account for all missing books. Books that cannot be found will be listed on a memorandum, which will be circulated to staff for input. If this process produces no results, the list will be forwarded to the [name of regional library or support office] for deletion from the catalog.

By the end of each fiscal year, the park library manager will compile a list of acquisitions of the past year, noting source and cost. The list will be forwarded to the [name of position].

## **Binding**

Unbound or paperback material will be bound at the recommendation of the library manager when value, condition, or frequency of use justifies this step.

## **Weeding**

The removal of material from the collection judged to be of no use for research or documentary purposes will occur on a yearly basis in October. Weeding will take place at the time of the annual inventory, and library managers will use the same criteria used in the selection of new materials. Items considered for de-accession should exhibit the following characteristics:

- Information outside of the scope of collection
- Outdated information
- Inaccurate information
- Irreparably damaged or worn materials
- All items, including those that exhibit the above characteristics, should be carefully considered for possible historic value.

## Weeding Procedure

Items are removed from the collection following the above criteria.

Selected material is included in a memo and circulated to park staff. Final approval of weeding is made by the chief of natural and cultural resources management.

A Report of Survey (DI-103) is prepared and circulated.

Library records will be updated.

Cataloged items are offered to the following:

- [Name of regional library or support office]
- [Name of region] Region Units
- Harpers Ferry
- Department of the Interior Library
- Library of Congress

Materials may be disposed of to other institutions at the discretion of the park library manager with the concurrence of the [name of position]. The library will be weeded in October.

The staff at the [name of regional library or support office library] may be contacted with questions concerning library management or operations not specific to the parks, at [phone number].

## Approved by:

Superintendent \_\_\_\_\_ Date \_\_\_\_\_

Team Leader \_\_\_\_\_ Date \_\_\_\_\_

Library Manager \_\_\_\_\_ Date \_\_\_\_\_

# Bibliography

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Good museum management planning requires an understanding of the library, archives, and museum collection resources as they currently exist, background on how and why these resources were developed, and information on what is required to preserve the resources and make them available for use. To be effective, planners must first review park-specific documentation such as reports, checklists, and plans, then make recommendations based on professional theory and techniques that are documented in the professional literature.

This bibliography lists the park-specific materials used in developing the Lewis and Clark NHP *Museum Management Plan*.

## Park-Specific Reference List

Cannon, Kelly. *Administrative History: Fort Clatsop National Memorial*. Seattle: National Park Service, Pacific Northwest Region, 1995.

National Park Service. *General Management Plan, Development Concept Plans, Final Environmental Impact Statement for Fort Clatsop National Memorial*, 1995.

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\_\_\_\_\_. *Collection Management Report*. Fort Clatsop National Memorial, 2004.

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\_\_\_\_\_. Scope of Collection Statement. Fort Clatsop National Memorial, 1995.

\_\_\_\_\_. Project Management Information Systems Statements, 2005.